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ABSTRACT

Papers presented at the conference focus on three concerns relating to heterogeneous-homogeneous student placement in special education classes: handicapped children, public schools, and teacher training programs. Child centered observations include: labeling children by their disabilities, non-categorical or non-homogeneous student placement of mildly handicapped children, establishing special education needs of children from minority groups, and relating non-categorical models to individualized instruction. School centered observations cover: developing alternatives to categorical models, preparing school staff to accept responsibility for mildly handicapped children, funding, and relating special educators to general educators. Teacher training observations consist of: providing teacher training experiences on a non-categorical basis, substituting competency based programs for structured courses, increasing early teacher trainee involvement in classroom settings, insufficient working with minority group children in current trainee programs, university funding, block funding, and certifying teachers. (CB)

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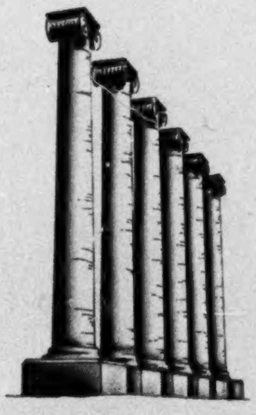
PROCEEDINGS

THE MISSOURI CONFERENCE ON THE CATEGORICAL/NON-CATEGORICAL ISSUE IN SPECIAL EDUCATION

1971



A Special Study Institute

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The University of Missouri-Columbia

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Final Report
Special Study Institute
Project Number 35-1007
PL 91-230

THE MISSOURI CONFERENCE ON THE CATEGORICAL/NON-CATEGORICAL ISSUE IN SPECIAL EDUCATION

Edward L. Meyen
Institute Coordinator

July, 1971

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EDUCATION & WELFARE
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ELM

FOREWORD

The conference that was held on the University of Missouri-Columbia campus on March 22-23, 1971 is a reflection of the interest and concern that the Department of Special Education has for exploring current issues in the field of exceptional children. It was our feeling that the categorical/non-categorical issue is a timely one and should be explored from every facet. This conference was intended to provide a forum for the presentation and discussion of ideas on the issue as it relates to teacher education. Most certainly, there are other related components to the issue that also need extensive exploration; e.g., instructional programming, administrative and legislative considerations, and implications for regular education. For those persons involved in the planning and carrying-out of the conference it was interesting to note the large numbers of "out-of-state" persons who were in attendance at their own expense. It would appear that the conference topic was perceived as being relevant to large numbers of people. In addition, it seems to indicate that other conferences on timely and highly significant issues in special education will attract many from the professional community. This conference was never intended to provide a set of answers to the categorical/non-categorical issue as it pertains to teacher education; rather, it was hoped that the questions relating to the issue would be more clearly stated and understood. In addition, it was intended that those areas where general agreement on the issue existed be identified and delineated. To these ends, it is hoped that the conference made a necessary first step.

Richard C. Schofer
Chairman
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PURPOSE OF INSTITUTE

The purpose of the institute was twofold: first, to serve as a forum for an expression of views regarding the Categorical/Non-categorical Issue as it pertains to the employment of educational delivery systems for exceptional children, and secondly, to explore the implications of the issue for teacher education. The purpose was not to formulate solutions or to simplify the problem through rhetorical discussion. Instead, the emphasis was on the presentation of ideas, research, and opinion as they relate to the issue. A major outcome of the conference was the formulation of a position statement on the implications of the issue for teacher training.

INSTITUTE STRUCTURE

The institute structure was designed to maximize relevant input and to allow for analysis of views expressed through interaction between the presenters and those in attendance. To accomplish this objective four features were built into the structure, namely:

1. Several individuals from special education and related fields were invited to present formal papers. The presenters included: James Gallagher, Director, Frank Porter Graham Child Development Center; Frank Wilderson, Assistant Dean, College of Education, University of Minnesota; John Melcher, Assistant Superintendent, Wisconsin State Department of Public Instruction; Oliver L. Hurley, Associate Professor, Yeshiva University; Burton Blatt, Centennial Professor, Syracuse University; Christopher Lucas, Associate Professor, University of Missouri-Columbia; and Alfred Schwartz, Dean, College of Education, Drake University. The latter two presenters represented related fields. Doctor Lucas spoke from the perspective of a philosopher and Doctor Schwartz as an administrator in higher education.
2. A "call for papers" resulted in two general sessions for submitted papers. One session was devoted to a presentation by the Department of Special Education faculty of George Peabody College for Teachers on their experimentation with a non-categorical training model. The second session included papers presented by Maynard Reynolds, University of Minnesota; Enid Wolf, Washington, D. C. Public Schools; Steve Lilly, University of Oregon; Howard Spicker, University of Indiana; and Paul Retish, University of Iowa.
3. A panel composed of the invited presenters and nine other individuals was assigned the task of formulating a statement on the implications of the categorical/non-categorical issue for teacher education. The panel was chaired by Maynard Reynolds. In addition to the presenters, the panel included Samuel Ashcroft, George Peabody College for Teachers; Bruce Balow, Bureau of Education for the Handicapped, U.S.O.E.; Samuel Guskin, University of Indiana; Clifford Howe, University of Iowa; Donald McMillan, University of California-Riverside; William Reid, University

of Florida; Louis Schwartz, Florida State University; and Glenn Vergason, Georgia State University.

The panel members participated in the general sessions and also met in four closed sessions. No proposed agenda or structural guidelines were provided the panel; rather, the members were allowed to determine their own strategy for accomplishing their assignment. Since the presenters were also members of the panel, it was possible for them to present their views, when relevant, prior to their presentation at the general sessions. The closed sessions took the form of open candid discussion. The only restrictions were those imposed by the panel membership to facilitate completion of its assignment.

4. Small group discussion sessions involving the audience were held following each of the four general sessions. These sessions were led by faculty members of the Department of Special Education, University of Missouri-Columbia. Recorders were also assigned to each group. The purpose of the discussion sessions was to allow those in attendance to respond to views expressed by the presenters. When possible, the presenters participated in the sessions.

All presentations were video taped and notes were recorded by observers during the group discussion sessions. The tapes are available for use, subject to the approval of the presenter. The notes from the discussion sessions were made available to the panel members during their deliberations.

The participants included two hundred sixty persons representing thirty-three states and the District of Columbia. The institute was not publicized through journals, nor generally announced through other professional conferences. Rather, letters of invitation were sent to department chairmen in all institutions of higher education having programs funded under Public Law 85-926, as amended, to each state department of education, and to many local public and residential school directors of special education. In each case the recipient of an invitation was asked to share the announcement with fellow staff members. The letter also indicated that the enrollment would be limited. The institute was planned to accommodate two hundred fifty participants. See Appendix A for a listing of participants.

RATIONALE FOR INSTITUTE

An issue is generally viewed as a concept, practice, policy, or idea about which there exists considerable disagreement. The significance of an issue should not be measured by the perseverance of those who disagree, rather, it should be based on the consequence of the practice or concept as it relates to those affected. Too often, however, an issue is developed out of proportion to its significance by individuals and groups whose vision is limited by their own narrowly defined perspective. This often occurs in the case of special interest groups whose primary concern is for their own personal welfare and the protection of their property. Under these circumstances an issue evolves because of its perceived importance by a few. The substance of the issue which is viewed as being significant by some may be generally accepted by most persons as noncontroversial. This does not necessarily lessen its significance. At the same time, it must be recognized that the evolvement of an issue is highly temporal. What is generally acceptable at one point in time may later be the source of considerable controversy or vice versa. This change in perspective may be due to the accumulation of evidence or the emergence of different circumstances. In either case, the development of a commonly held practice into a controversial issue does not necessarily render the original decision making as faulty.

Today the practice of grouping exceptional children for educational purposes on the basis of their handicapping conditions is an issue. There is sufficient evidence in the professional literature and in the proceedings of national and regional conferences relating to the possible negative effects resulting from the categorical approach to infer that the categorical/non-categorical question represents one of the major issues facing educators today. It is by no means a simple issue. To say that the issue relates only to the administrative provision of education for exceptional children is to over-simplify the problem. The issue involves the instrumentation and procedures employed in identifying learning problems, the educational challenges posed by minority groups, the attitudes of teachers towards the teacher-learning process, the problem of determining the cognitive style of children, the identification of settings which contribute optimally to the learning of particular children, and the consequence of labeling children, as well as a number of problems which are so interrelated that they evade definition.

The criticism of the categorical approach is primarily aimed at special education programs for the mildly handicapped, e.g., the educable mentally retarded and the mildly emotionally disturbed. The failure to demonstrate the superiority of the special class concept over regular class placement for the EMR, the observed negative effects of labeling, and the high incidence of children from minority groups in special classes are cited as evidence that the grouping of mildly handicapped children on a categorical basis has not proven effective to the advantage of the children involved. While these criticisms cannot be denied, there is also the point of view that the special class concept, like many of the non-categorical models being suggested, represents an administrative vehicle, whereas the determining factor in its success or failure is probably inherent in the instructional program implemented within its structure. Although an extensive investment has been made in the establishment of the special class as a structure for the provision of education for the mildly handicapped, it has only been recently that a significant investment has been made in curriculum development and curriculum related research. An administrative structure for educational purposes, regardless of its qualities and the effectiveness of teachers assigned to it, cannot compensate for the lack of a body of information regarding the selection and sequential presentation of curriculum. This same argument suggests that although movement to non-categorical models might lessen the negative effects of labeling, the curriculum problems will remain. In other words, from this perspective the issue does not center on the nature of the administrative structure but on the instructional models implemented through the administrative structure.

As previously mentioned the issue is by no means simple nor is the solution(s) clear. The issue is as much involved in civil rights as in pedagogy. From a temporal point of view the issue is emerging at a time in which education in general is falling under heavy scrutiny, financial resources are greatly restricted, the public constituency is extremely suspect of academia, and the general tenor of the professional community is somewhat unstable with some calling for change regardless of costs and others holding for more evaluation of the present. Whether this issue is a result of the current climate or occurred because of other reasons is somewhat immaterial. It is significant, however, that the issue is part of the larger societal scene. Because of the involvement of governmental agencies, organized groups, and individuals in these societal problems, issues as relevant as the categorical/non-categorical question will not be resolved by patience alone. The issue directly relates to civil rights, the problem of large cities, and education in general. This does not mean that the categorical model is ineffective, but the fact that it is perceived by a growing number of professionals and lay people as detrimental to the establishment of meaningful education for the mildly handicapped warrants its being seriously reexamined.

If the investment in experimentation, debate, and evaluation is to result in quality education for the mildly handicapped, then the base of involvement must be broad. The talent and experience of general educators, sociologists, and researchers, as well as special educators, must be tapped if short term goals with limited benefits are to be avoided.

Historically, special education in the United States has primarily taken the form of special classes. Heavy emphasis has been placed on homogeneous grouping with the handicapping condition as the primary variable for selection. Within this context instructional programs have varied. Presumably, the goal has been to individualize instruction according to the learners' needs. Programmed instruction, prescriptive teaching, teaching machines, task analysis, and to a certain extent computer assisted instruction have been employed in the process of developing special education into an identifiable aspect of education committed to serving handicapped children. This has necessitated the generation of financial and program support sources. It has also meant the passage of legislation designed to specify eligibility for special education programs. Federal legislation was enacted as a means of encouraging research and of preparing needed personnel. This support was the result of considerable effort on the part of many groups. The social action which characterizes these accomplishments was well planned and effectively executed. Whether as much could have been accomplished on behalf of handicapped children through the general education structure with the same investment of talent and effort will never be known. But the fact remains that special education does have a history of moving from dissatisfaction with the educational provisions offered handicapped children through general education to the establishment of a separate and highly visible system of services specifically committed to the handicapped. In the process of this development, the responsibility of the general educator to the handicapped child has been assumed by the special educator. To now suggest that the handicapped child is primarily the responsibility of the general educator presents a dilemma of unlimited proportion.

The optimism of those who are calling for non-categorical approaches is due in large measure to the accomplishments of the categorical movement. Without the legislative, financial, and public school commitment to specific groups of handicapped children, there would be little reason to think that sufficient resources could be generated to support the proposed non-categorical models. Whether the emphasis on serving handicapped children according to handicapping condition has optimally served to meet their educational needs may be a secondary question to the role the approach has played in establishing educational services for handicapped children as a visible and valued element of American education. To ignore this aspect of educational history and suggest that the future be disassociated from the past may be not only naive but also incongruent with the experimental nature of a comparatively new field. Presumably those responsible for initiation and perpetuation of the categorical model viewed it as the most viable model at the time, but *not* the only one for the future. While the commitment of special education to the categorical model may be viewed by some observers as a commitment to a particular model, hopefully a more accurate observation is that the commitment is to improved education and that the focus of the categorical model has been due to its effectiveness as a means of generating a broad base of support for education of the handicapped. This is not to imply that the categorical model has not met the educational needs of large numbers of handicapped children. But it is not reasonable to assume that one model can serve all children even though they may be similarly handicapped.

The current emphasis on developing educational programs which place less emphasis on labels related to handicapping conditions and which make greater use of general educational resources might be viewed as a progressive step in the process of developing quality education for the handicapped. Although it would be premature to speculate on the outcome, it may be reasonable to assume that the special class concept will continue to be utilized for large numbers of handicapped children. It may very well benefit from the development of non-categorical instructional strategies.

The 1970's will likely represent the decade in which considerable change occurred in the field of special education. The nature of the change as well as the identification of the change agents at this stage represent mere speculation. Professional organizations, as well as governmental agencies, could play a leadership role. On the other hand, local administrators by independent action could respond to the debate by unilaterally adopting different instructional strategies. The latter could occur without a centralized source of leadership.

The University of Missouri-Columbia Institute represents but one attempt to focus attention on the issue and to encourage a step toward more definite action.

ELM

INSTITUTE OBSERVATIONS
MAJOR POINTS OF DISCUSSION

The primary source on input into the institute was the presentation of the formal papers which appear in the following section of this report. Although each presenter was asked to direct his comments to an assigned aspect of the issue there was considerable overlap in terms of the context in which they couched their remarks. Each presenter tended to offer his interpretation of the overall issue prior to focusing on his specific concern. This approach served a very useful purpose in that it provided the audience a frame of reference similar to that of the speakers and also allowed for certain ideas to emerge on which agreement was observed.

The following observations represent selected views which tended to reoccur during the presentations and subsequent discussions. They are by no means inclusive and do not necessarily represent the key points made by the individual presenters. Instead they are intended to provide the reader a feel for the tenor of the institute as he reads the individual papers. The observations have been arranged according to those which relate primarily to the handicapped child, public schools, and teacher training programs.

Child Centered Observations

1. The use of labels based on handicapping conditions was stressed as not being in the best interest of the children involved nor necessary for educational programming.
2. The mildly handicapped child was viewed as the primary target group by the proponents of non-categorical programming. Although extensive attention was not given to the educational needs of the more severely handicapped child, there was reasonable consensus that the categorical model or adaptations of it is probably more effective as a delivery system than other models currently in use.
3. Considerable emphasis was given to the responsibility of special education to children from minority groups whose academic performance is depressed due to their educational history. The tenor of this discussion centered on the necessity of not over generalizing from what is considered educationally relevant for the child who is a product of the middle class white community to children from low socio-economic environments.
4. There was no attempt to delineate the specific components of individualized instruction, but frequent references were made to the importance of individualized instruction as a basis for decisions regarding the design of non-categorical models. These comments were generally couched in a context which reflected concern for learning style, cultural background, life style, and teaching setting.

School Centered Observations

1. The highest degree of agreement was observed in relation to the position that a major investment needs to be made in developing alternatives to

the categorical model. In other words, when a child is found to be experiencing learning problems, there should be several alternative programs from which to select. The special class should represent one alternative not *the* alternative.

2. There was some concern that while special educators may be ready to explore models which place the mildly handicapped child back in the regular classroom, that the regular class teacher and the general administrator are not prepared to accept this responsibility. The fact that special educators have historically influenced school administrators to develop special education programs based on categories and encouraged regular teachers to refer children to them has resulted in confusion regarding whose responsibility it is for enhancing the readiness of regular school personnel to consider non-categorical programming for handicapped children. Some people took the position that children are first of all the responsibility of general education and therefore the general educator should be expected to exert leadership in the development of non-categorical models. Others felt that it was unrealistic to think in terms of implementing major changes without offering well designed support systems as well as a means for providing the needed manpower.
3. There tended to be a reluctance on the part of most people to concede the merits of the categorical approach for purposes of funding. While there was the feeling that to retain this strategy would be incongruent with the proposed non-categorical programming, no alternate strategies for state level financial support were offered. This, however, was not the focus of the conference.
4. It was apparent that the relationship of special educators to general educators was being viewed from somewhat of an ideal perspective. This is not to suggest that the collaborative effort required to implement non-categorical models is not feasible. However, there was a tendency at times for the discussions to center on what was needed rather than the influence of our history on bringing about this collaborative effort. The push for identity and sometimes autonomy by special educators was at times overlooked by conferees as an inhibitor to future relations with general education.

Teacher Training Observations

1. There was general support for the position that much of the knowledge and many of the teaching skills required to effectively teach handicapped children are generic. Because of this there was considerable discussion on the advantages of offering many teacher training experiences on a non-categorical basis.
2. In contrast to structuring training on a course basis, competency based programs were proposed as a viable alternative.
3. A great deal of emphasis was given to more involvement of teacher trainees in classroom settings early in their preparation program.
4. The lack of experience in working with children from minority groups was frequently cited as a weakness of current programs.

5. The importance of tapping university or college wide resources rather than unnecessarily duplicating them was stressed. Coupled with this was a concern for the separateness that often results within colleges of education as well as within departments of education because of the emphasis on categorical models.
6. There was considerable interest shown for the block funding experimentation being carried out by BEH/USOE.
7. The question of certification, in the event that training programs begin to produce teachers with a more generic type of preparation, was perceived as being important but not viewed as an inhibitor to moving towards non-categorical training models.

THE FUTURE SPECIAL EDUCATION SYSTEM

by James J. Gallagher*

It is apparent to observers of the special education scene that we are in the midst of a major changeover from one pattern of dealing with the educational problems of handicapped children to another. The ground work for this change comes from a growing level of disappointment or disillusion with the existing system. Critics such as Dunn (1968), Quay (1968), and Kirk (1966) have all pointed out that the conceptual model and the assumptions made about special education do not seem to fit well with what we now know about handicapped children or the results we have gathered on our own programs.

I. Dissonance in Special Education

Many people who have pressed for special classes by categories are now in the position of modifying their approach to think in terms of itinerent teachers or resource rooms to deal with youngsters on the basis of their educational problems rather than on the basis of somewhat artificial categories.

It may seem rather frivolous to suggest that the major alterations occurring now in a number of states represent too superficial a change. Certainly the people who are working to take care of the many problems incurred don't think the changes superficial; but I am referring to the entire system involved in special education. We need substantial changes to the entire system and not merely at the end product "where the rubber meets the road," or where the teacher meets the children. We need to change not just the tires, but to redesign the whole vehicle. Our attitude toward the whole delivery system of services must be altered.

The trickle of complaints, evident throughout the past half decade, over the existing classification systems has recently become a torrent. To explore for a moment where the clamor for change comes from might be useful. There are a couple of theories that suggest to me what is perhaps happening. Lecky (1951) developed his theory that a person has a drive toward *self consistency* and wishes to maintain that if at all possible. Festinger (1957) said that man has a drive to reduce cognitive dissonance, or contradictory elements, in his environment. Thus, a person who believes himself to be generous but finds himself giving very little to charity has to either rationalize this in some way or repress it so as to reduce the dissonance. The same type of quandry faces special education, and in all of the major categories now existing.

Evidence on the rationales of education for the handicapped and protest from critics produce increasing cognitive dissonance between what we say are our professional goals and objectives and an actual operating system which is becoming nonfunctional.

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*James J. Gallagher is the director of the Frank Porter Graham Child Development Center, University of North Carolina at Chapel Hill.

Mentally Retarded

From the area of the mentally retarded we have the serious dissonance problem created by the recent emphasis on education of the disadvantaged child. This has heightened the need for the special educator to state again what his educational objectives are for the educable retarded and appraise his effectiveness in obtaining them. The entire family of research projects, capped by the well designed study of Goldstein, Moss, and Jordon (1965), suggest that the benefits of attending special class programs are not strikingly large even under the best of circumstances, where a well trained staff applies a carefully planned curriculum.

In addition, we have the growing clamor of minority groups who are suggesting not only that we are not doing their youngsters good but also that we may actually be doing some real social or psychological harm. A recent conference (1970) in Washington included in its results the term the ***Six Hour Retarded Child,*** meaning he is retarded only during the times he is in school, but not before and after. These factors and the accumulated experience of many professionals in the field suggest that some changes need to be made in our view of that particular category.

The early childhood programs for the handicapped have highlighted some of the problems with existing categories. When we act at the preschool level, we quickly get involved in the question of classification. Does it make sense to argue about whether a three year old child is a language disorder, a learning disability, emotionally disturbed, pseudo retarded, or a mixture somehow of all of these? The more sensible answer that practical teachers and clinicians come to is that you identify those developmental strengths and weaknesses the child has and develop a clinical teaching program based on that knowledge. The notion that you would have one preschool class for the educable retarded and and another for learning disabilities and another for the emotionally disturbed just doesn't make too much sense to anybody. Only the area of the deaf, with the special language needs, seems to call for a different environment and there is some question as to whether that needs to be a completely separate category program. Critics from within and without the field have recognized the dangers and challenged the effectiveness of the classification of children into categories. The dissonance between the goals and the system of reaching them is the challenge to be resolved.

Need for Personnel

Another striking dissonance is found between manpower needs and training programs. In the area of emotional disturbance, using a most conservative incidence figure of 2 percent, there are approximately 1.2 million disturbed children (ages 5-19) in need of special services in the United States. If we decided to provide full special education service to all these children we would be able to determine how many professionals we would need by establishing the accepted staff-child ratio. With the usually accepted 8 to 1 staff/student ratio we would need 150,000 specialists. But let us continue our conservative mode and say that we will settle for giving special service to only 60 percent of the emotionally disturbed children by 1975. That means that we will need only 90,000 specialists; we now have 11,000. We are short about 79,000 specialists, or in other words, there would have to be an 80 percent increase in four years!

Our present forecast, using available figures, shows no hope of reaching this figure. Too few students are being trained as specialists. Using the estimate that for every federal fellow there are two completing graduate programs without support and four in undergraduate programs, we can estimate a total of 500 specialists per year as being graduated. Using 1970 as a base, it will take 158 years to meet the demand for personnel to provide service to 60 percent of the emotionally disturbed. Or by the year 2128, we will be providing special services to 60 percent of those children who need it in this area. However, we have not figured yearly manpower attrition rates. We should expect to lose about 8 percent of the work force in any year through death, retirement, pregnancies, and other causes. Eight percent of the existing work force is about 900 persons. If we are only turning out 500 a year, we aren't even maintaining the status quo.

Money may be one partial answer to this problem. The idea that this area has become too comfortable in federal affluence and fellowships must be replaced with the figures which show that even doubling the federal input would not meet the minimal needs of 60 percent of the children in this area. Supporting a manpower strategy which calls for federal assistance to increase 50 percent would mean barely meeting minimal educational needs; it should be obvious that professional responsibilities could not be met. We must reconcile the dissonance between manpower needs and training programs so that in the year 2770, while our descendents are exploring the solar system and nearby universes, we aren't meeting the minimal educational needs of our children.

Doubling the program output at the federal level may allow us to break even. It should be obvious, however, that we can't begin to meet our professional responsibilities at that rate. Do we really wish to support a manpower strategy that won't satisfy minimum educational needs even while our descendents are exploring the solar system and nearby universes in the year 2770?

Learning Disabilities

Great public interest has been stirred in the area of learning disability. It is difficult to define precisely what learning disabilities are. They are identified as a defect in one or more of the information processes of decoding, association, or encoding. Many traditional special educators point out that if you take literally what the specialists in learning disabilities say, all handicapped children fit under a category of learning disabilities. Not only is that so, but it may give us some additional direction as to what might make a viable educational model that will serve as a better base for decision-making than current categories.

We can thus see that, in practically every category area, there is substantial dissatisfaction, dissonance if you will, and a readiness to try something else.

II. An Alternative to Categories

Many educators have recognized the dissonances that exist in the area of special education. While recognizing a problem is the first step toward solution, it is also the easiest step. If decategorizing is necessary, there must be an alternative route established which will better meet the needs of the children served. In this area lies one of the greatest challenges being studied today.

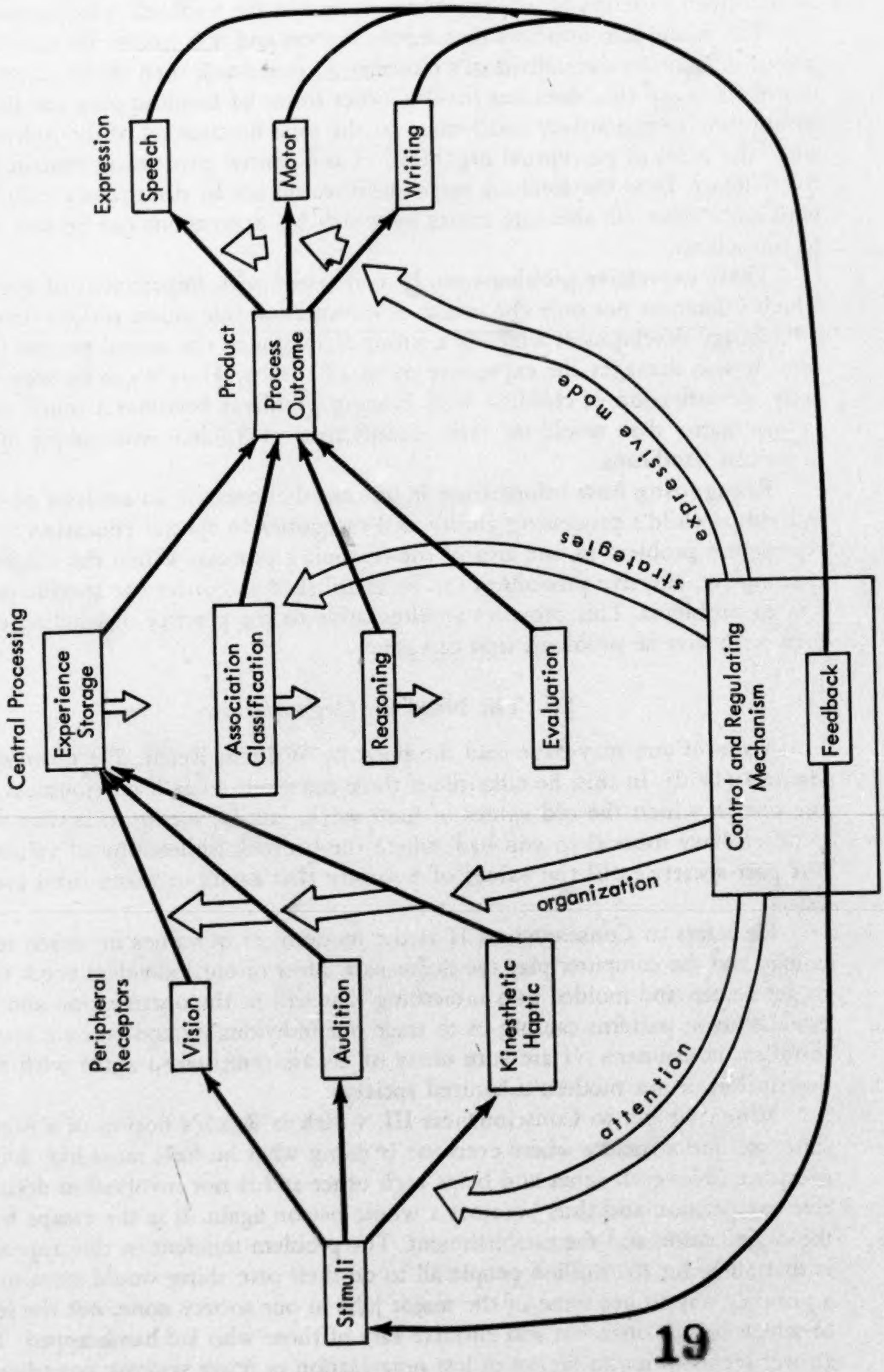
Figure I shows a simple information processing model into which most of the existing handicapping conditions can be placed and in which a more effective notion of possible treatment procedures can be established. The total functioning of the individual can be divided into major areas of reception, perceptual organization, cognitive processes, expression, and control and regulating mechanisms. A more complex set of models are available through Chalfant & Scheffelin (1969).

In viewing the information processing model, it is worthwhile to consider how a particular stimulus is processed. Let us say that a child is presented with a barking dog; that experience will include visual stimuli, auditory stimuli, and perhaps even kinesthetic or haptic stimuli if the dog jumps upon the child. The child will process this information with his past experience of this particular dog or associations with other dogs with his ability to do basic reasoning that the barking dog is a dog that is angry and that any dog that is angry is a threat. The child then will have the ability to evaluate the nature and level of threat. All of these processing operations will determine the particular mode in which the child will express himself, for example, in speech such as, "Go away, dog," or in petting the dog as a means of quieting his reactions. The feedback on all of this information will then come back to the child as he observes the reaction of the dog to him. Past information and experience will also have direct relevance on the control and regulating mechanisms.

The control mechanism regulates, in part, feedback information on the individual's own performance or expression as well as information on the reaction of other people in his environment to his performance. While the first level mechanisms described in the model operate directly with the particular stimulus input, the control mechanisms appear to determine the particular posture or set the individual takes in a given situation. It determines how or whether the individual can focus attention on specific stimuli or how the world is organized perceptionally by the individual, what strategies the person will take as he searches his own storehouse of information and past associations given a particular problem, or the manner with which he will express the results of his search. All of these can be stated in terms of probability of certain kinds of postures or attitudes being characteristically applied to new problems.

A child with a learning disability may well have inefficient control mechanisms which make the sustaining of attention impossible or can lead to improper perceptual organization of stimuli. The emotionally disturbed child may

Information Processing Model


Stimuli
Peripheral Receptors
Vision
Audition
Kinesthetic Haptic
attention
organization
Central Processing
Experience Storage
Association Classification
Reasoning
Evaluation
Control and Regulating Mechanism
Feedback
strategies
expressive mode
Product
Process Outcome
Expression
Speech
Motor
Writing

be identified in terms of inappropriate expression for feedback information.

The model also indicates that certain defects and deficiencies are more serious in influencing the individual's information processing than others. A simple motor handicap that does not involve other forms of handicapping conditions would have comparatively small effect on the total functioning of the individual since the areas of perceptual organization and central processing remain relatively intact. Even the feedback mechanism would not be disastrously interfered with since there are alternate routes by which his expressions can be sent back to the subject.

These expressive problems can be contrasted with impairment of hearing which influences not only the intake of information but causes serious damage to language development which is a strong facilitator to the central process function. It also damages the expressive mode of speech. Thus it can be seen that early identification of children with hearing problems becomes a much more serious matter than would the early identification of children with simple motor or speech handicaps.

Recognizing how information is processed allows for an analysis of each individual child's processing ability. All categories in special education today represent a problem in one area of the reasoning process. When the diagnosis is complete, effective procedures can be established to correct the specific problem or problems. This provides an alternative to the practice of labeling children with diverse problems into categories.

III. The Need for Organization

Many of you may have read the book by William Reich, *The Greening of America* (1970). In this, he talks about three consciousnesses. Consciousness I is the one in which the old values of hard work, family, seeing to it that your children have more than you had, where the bedrock philosophy of values of our past society (still the values of a society that exists in many rural areas) exists.

He refers to Consciousness II as the modern set of values in which technology and the computer play the major part. Most of our individual needs have to get beaten and molded into something that will fit the organization and the establishment patterns causing us to trade our individuality and become merely mindless consumers. (I am sure many of us are tempted to agree with that description of our modern urbanized society).

When we get to Consciousness III, which is Reich's notion of a higher state, we find a society where everyone is doing what he feels most like doing; everyone loves each other and helps each other and is not involved in destructive competition and thus becomes a whole person again. It is the escape from the organization and the establishment. The problem inherent in this approach is that allowing 200 million people all to do their own thing would seem to be a peculiar way to get some of the major jobs in our society done, not the least of which is the consistent and effective care of those who are handicapped. The answer seems to me to lie not in less organization or fewer systems; complicated problems, such as eye surgery or the renewal of our environment, require not just the temporary goodwill of people but the sustained effort of teams of people working together over a long period of time. What we need to do is to humanize our organizations, not destroy them. It is a devastating critique of our educational organizations that many teachers feel that no one cares. The organization seems to exist to prevent effective action rather than stimulating it; a place in the middle of the organization merely means no one will listen to your ideas.

Needed Support Systems

I wish to propose that some of the major headaches in special education relate to the absence of an effective backup or support system or organization for the special education teacher or clinician. Whether the educator is with a group of handicapped youngsters for a whole day, has small groups come in for a part of the day, or acts as a resource teacher consulting with the regular classroom teacher, not much of consequence is going to happen until major support systems behind the teacher are established.

What is it that is needed to provide the components of a continuous improvement program? Many people despair of such discussions because the cost is considered too great. There is an example, known to all, of the full acceptance by our society of the need for complex systems in order to get a complex job done. Unfortunately, and it probably says something about our current society, our best illustration is in the area of the military. When we send an infantry platoon or company out into the field, those men are backed up by a maze of complex systems, all of which are working together to maximize the impact of the infantrymen in the field.

There is an involved supply system and a Quartermaster Corps to make sure that they have all of the materials and ammunition they need; there is a complex intelligence system, manned by specialists, continually feeding back information on the infantryman's own situation and on the situation of the people they have to meet in the field; there is a major communication system which links that operating unit with others in the field so that they can adjust their own performance accordingly; in fact, there are ten support men in back of every front line combatant.

The military analogy to special education can be carried further. The late, late movie often features pictures about lonely American servicemen on small Pacific Islands during World War II. The main problem is to get sufficient intelligence about the enemy to that soldier so that he can perform his job effectively. In education, intelligence refers to ignorance, to the teacher's feelings of frustration and inadequacy, and the suspicion that no one really cares. It is these feelings that need combatting.

The soldier needs supplies, new materials, and the expertise of specialists upon demand. To say that the infantryman is the most important part of this whole complex operation is a half truth. I believe there is a direct analogy to education. In most cases, it is all too clear that the educational support systems necessary to get complex tasks done are not there. It is a half truth to say that the classroom teacher is the most important person in education. Of course the classroom teacher is important and all the educational support systems in the world filled with communications, new curriculum materials, and feedback information on student performance, will not be worth anything unless the teacher is competent. But just as the infantryman can fail unless sustained, the classroom teacher can fail without good support services.

The current view of special education on the issue of classification seems to be well described in two of the statements generated by the CEC Policy Committee under the direction of Dr. Maynard Reynolds (1971). They read as follows:

> Special education should be so arranged so that normal home, school, and community life is maintained whenever feasible. Special education placements, particularly those involving separation from normal school and home life, should be made only after careful study and for compelling reasons.
>
> The learning requirements of exceptional pupils, not their etiological or medical classification, should determine the organization and administration of special education.

But it is much easier to state policy than it is to implement it. Let us review those dimensions that need changing to create continuous improvement and see if these will lead to a coherent system.

IV. Needed System Elements

Planning and Evaluation

One of the essential elements in an effective educational system would be the ability to plan rationally and have some means of getting continual output on the results of current programs. It is too much to ask that each small program have special personnel to conduct evaluation studies, collect data on program impact, and project program needs and costs over an extended period of time. But it is not too much to ask of major metropolitan areas, regional centers, state departments, or the federal government. They must have such planning capabilities and their information systems must be compatible with the rest of education so that data collected in one community can be aggregated with with information collected in another. The building of usable information systems that meet local, state, and federal needs is a painful process, but it is now underway, stimulated by the Office of Education. It can be a useful tool if there is an assignment of personnel to the administration of this task.

Perhaps one of the most important moves that some state departments of education and some school systems have made has been the establishment of planning and evaluation units within the major school organization. When there are individuals in the school system who have the responsibility for generating a clear statement of objectives, for helping decision-makers to identify alternative educational strategies, and finally to determine whether the school system has reached its objectives, then they can produce a major addition to the systemization of our special educational effort.

Such a planning and evaluation effort could be of great value to special education in such new ventures as the current push to resource room services. No state can instantly change over from one educational pattern to another. But they must have the data available to make plans and to allocate resources rationally. A good planning and evaluation service is imperative.

Such planning has to have an objective. If 60 percent of the target population of children to be served will have service from trained personnel by 1975, then the following questions need answers:

How many trained personnel now exist?
How many persons need training to meet the additional needs?
How many training institutions do we have to provide these services?
What will the cost of such training be? (cost in terms of personnel and cash)
How will the costs change from year to year?

A pencil and paper and some assumptions can provide a rough portrait. The responsible decision-maker will want much more precision than that. Here is a simple example from my home state—

A rough needs analysis in the state of North Carolina would reveal a minimum of 60,000 children of school age who could be labeled educably retarded or learning disabled or emotionally disturbed. Assume we decide to implement the resource room concept, all services to be in one general resource room setting in the school. As a first step, we would find out how many of these children are now under the care of a trained professional, then calculate how many more would need to be trained.

Using a simple goal of 60 percent service and a 20 to 1 staff/student ratio, we would need to train about 1,500 more professionals to be resource room teachers. With about eight existing special education training institutions in the state, putting out a maximum of 240 specialists a year, almost all in EMR, we would need to add substantially to training resources if we are to stand any chance of attaining our modest goal.

Realistically, three strategies lie open to us. The first strategy would be to retrain existing elementary school teachers for the role of resource room teachers. Since there is supposed to be a projected surplus of about 250,000 elementary school teachers by 1975 it would seem a good manpower pool to tap.

Second, we could retrain existing special education teachers not now certified for the role of diagnostic teaching and the counseling of other teachers that would be required in the new organization of resource rooms. A good special education teacher would probably take less time to train in this approach, but we would probably be merely shifting one person to fill a vacancy while we created another.

Third, we could attempt to recruit more resource teachers from the preservice programs by helping the universities to reorient the nature and direction of their preservice programs. Each of these strategies is going to cost substantial sums of training money. Using the most conservative of figures, it should cost about 2.5 million dollars to provide the 1,500 additional personnel needed to deliver a quality level of service to 60 percent of those students who need it. This cost is strictly the cost of training these additional persons and must be provided by the state or federal government if any type of quality is to be expected.

This example shows the need for planning and the need for trained personnel to work in the developmental stages—in any state in the Union. However, the obvious is not always apparent.

There are major psychological barriers in the way of an easy acceptance of educational planning. They can be summed up in the questions, *Who does the planning?* and *Do I want outsiders collecting information on my programs?* A planning officer does not, of course, do the planning. He provides the information that allows the responsible decision-maker, whether he be superintendent or a director of special services, to have better data available for his decisions.

The establishment of regional or state or federal priorities, has to be done through extensive communication and representation with all of our constituencies, including parents and ordinary citizens. Priority setting is a job for everyone.

The public clearly wants to know what it is buying for its money and will demand educational accountability from special education just as it is demanding an accounting from regular education. Unless we have systematic information on our programs and performance we are likely to be quite embarrassed by such demands in the future.

Research and Development

While there are now many rich bodies of information on the handicapped that wait for proper application into educational programs, we must remember that there is still a dark shadow of ignorance that surrounds us. We need more information about such issues as how plastic, how adaptable are the human developmental processes? I suspect they are not as modifiable as many of us, in our optimistic phase, would like to believe. But without sure knowledge rather than suppositions we cannot set reasonable expectations for our programs.

We need much more sustained and expanded support of research and development activities, with perhaps an emphasis in the development or the generation of new curricula and new procedures. The researcher has too generally stood aloof from the problems of the educator, perferring to address himself to problems of interest to himself and his research colleagues. The voice of the teacher and the consumer needs to be heard more powerfully in the research planning councils. In turn, the researcher needs major support that will enable him to systematically attack major problems. We must support the major research institutes. These are the centers and laboratories that will provide a sustained and extended attack on such questions as the language structure of deaf children, the social viability of retarded children, the educational remediation programs for learning disability and disturbed children, and the many more problems we must have answered.

We need a much greater recognition among our public policy makers about the long term nature of research and development. Five years is a reasonable expectation for any major development program. We need to live with the understanding that not all of our research efforts will produce results of a momentous character. We accept that fact in the physical and biological sciences; we do not expect every investigator seeking a vaccine for polio or rubella to find it.

I remember the report of the two scientists who discovered the new rubella vaccine, an accomplishment which took years of effort and impressive resources to achieve. The successful vaccine was obtained after a few hundred efforts proved unsuccessful; had a congressional committee demanded immediate positive results, their research would have been a failure. We need the same long-term tolerance for research work in education that we accept wisely in the medical sciences.

The new media and new uses of technology demand large investments, made over an extended period of time, to test major new systems which service the child. Special educators are much too ready to dismiss an effort that is not deliberately designed for the handicapped as of no use to them. I recently had the opportunity to read a large batch of mail that the program Sesame Street had received. A goodly number of these came from the parents of handicapped children who reported their children could now count or read small words or maintain attention in a way not previously possible. It is a possible tool for use by special educators. It is an expensive tool. It cost eight million dollars to put on that first series and the cost will double for the series this year. But the results warrant study and perhaps application.

The communication of research efforts remains a serious problem. Nothing is so difficult as merely getting the results across the hall, figuratively speaking, to the training program.

Training

I have already discussed some of the special education manpower development programs. The isolation of these programs from the consumer and the lack of feedback on the training program's effectiveness has caused the design of the program to reflect more the inner pressures of the training institution, the university, than the needs of the consumer. University training programs must be more responsive to state and national manpower needs on one hand and have substantial input into such planning on the other.

One rather small suggestion in this direction is the establishment of consumer advisory committees for university training programs. Such a requirement might easily become a part of training grants at the federal level. Similar requirements for those with responsibilities in teacher training to participate in refresher courses in new developments would not be out of order. We need to break through the remote castle-on-the-hill concept of the training institution that has been our history and substitute system linkage to tie it more thoroughly to the teacher and the other system components. If the universities do not seek such linkages, I am convinced that they will be bypassed by aggressive school districts who will take over training responsibilities themselves.

Educational Communication Centers

Another substantial system need is special educational communications centers. Here we need to have persons in the major school systems or in regional centers who are committed to the distribution of new ideas and new materials and who are in direct communication with research laboratories, centers, and training institutions. In this way the latest materials and procedures are systematically delivered to the teachers who are directly engaged. This type of center will operate in a very different fashion than the traditional library or media center where the staff waits passively for somebody to come and use their service. It means a very active role of demonstrating materials and techniques, of short term training and/or providing technical assistance to the teacher on his own home ground.

The Special Educational Materials and Media Centers Network is one of the most innovative and useful ideas in all education. We need to build on these initial efforts so that a truly effective communication network is available. I might just mention that one of our long range plans at the Frank Porter Graham Center at the University of North Carolina is to establish just such a communication center for all kinds of early childhood programs, including but not restricted to, the handicapped.

Demonstration Centers of Excellence

As one final component in an effective educational system, we need to demonstrate the best of what we know now in our various special areas. We could support, for a five year period, various Centers of Excellence within states and regions that would illustrate the best of what we now know in the various exceptionalities. The need for such Centers is pressing to show good models of alternate ways of presenting special education services, to demonstrate how a good resource room works, or how to design an early education program for a variety of handicapping conditions.

It is very difficult for administrators charged with parceling out state funds to choose a school or district for special attention. The easy way out is to give everybody precisely the same amount. This usually means that everybody starves a little and no one can show what can be done with adequate resources.

The substantial federal funding through Title VIa does allow the states to pursue such a goal as the establishment of Centers of Excellence. I can think of no more constructive use of additional funds than to have the states truly demonstrate what is possible under good conditions.

V. Feasibility

Is all of this a pipe dream? Is the notion of an adequate support system totally impractical? Those of us used to much more limited programs operated under constant crisis conditions may think so. But we must always remind ourselves of the tremendous cost of educational services now being delivered.

We are now spending about 60 billion dollars a year for education, more than any other activity except national defense. Since we are investing such an amount now, what is it that we will invest to make sure that the amount spent on service results in effective service? What are we willing to spend on:

1. Research and development to provide us with more effective programs and procedures.
2. Training programs to guarantee a flow of quality manpower.
3. Demonstration activities to illustrate the promise of new and better programs.
4. Planning and evaluation effort that will help us project our future needs and evaluate our own current efforts.
5. A communications system designed to keep educators in touch with the newest developments.

Even the most expensive estimates for all of these system components do not exceed ten percent of the total spent on service. We must remind ourselves that we are asking for the support of our frontline soldier, the teacher, or the clinician, who deserve no less.

Sam Ashcroft, CEC President, has recently called for an International Children's Year to focus attention on the needs of handicapped children, and 1976 looks like a good goal to shoot for.

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THE USE AND ABUSE OF EDUCATIONAL CATEGORIES

Christopher J. Lucas*

Given my status as a rank novice in your field, it occurs to me that this address may be received as a colossal piece of affrontery, particularly when I presume to offer some thoughts before such a distinguished assemblage of experts as this. Not too long ago I was sufficiently naive as to suppose that "MR" was an abbreviation for "mister" until corrected by my colleagues from our department of Special Education, a department, incidently, whose members enjoy the reputation locally of being notoriously over-efficient and grossly overcompetent...

My predicament appears similar to that shared by a learned theologian and a famous astronomer who found themselves seated together on a plane flight. After a few groping attempts to find a common basis for conversation had failed, the astronomer apologized for not having had the opportunity to study theological matters. "In fact," he confessed to his companion, "all I know about religion might be summed up as 'Do good unto others'." To which the good theologian responded that he too regretted he had not had the chance to study astronomy. "My knowledge of the field," he added, "is confined to 'Twinkle, twinkle, little star!' " Analogously, I fear I speak with scant authority in the field of special education, for much the same reasons. Having made the appropriate disclaimers, however, perhaps I can follow the current fashion and pose as an "instant expert" on the issues at hand—after all, if certain national politicians and a submarine admiral can pontificate on education, why not the rest of us?

Speaking as a rank novice of course, my first observation is that protagonists in the categorical/non-categorical debates say the *strangest* things. The story is told of a young man who accepted employment as a secondary school teacher in a rural, somewhat impoverished district. Because he was new to the job he was burdened with many extracurricular responsibilities, including that of faculty advisor for the school yearbook committee. Unhappily, funds were lacking to pay the local photographer to come and take pictures of the various classes for inclusion in the yearbook. However, the young man worked out an arrangement whereby the photographer would be paid from the proceeds of sales of the class pictures to individual students. All went well until it became evident that the pictures were not selling. The new teacher found it necessary to go around and offer a high-pressure "sales pitch" to each class. "Just think," he argued before one skeptical group of students, "how twenty years hence you'll treasure this record of your class. You will undoubtedly recognize Johnny in the front row and recall how he grew up to become a famous, rich banker. Or you will note little Susie there standing next to you, and how she went off to Hollywood to become a famous star..."—at which point, one youngster exclaimed excitedly, "Yes, and twenty years from now we can look at our class picture, point to the teacher, and say, 'Look, there's our teacher, he's dead'!" Students make the most unexpected remarks—and so do special educators...

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Quite frankly, all I can hope to do here today is to offer an impressionistic overview while offering some unexpected remarks of my own, to follow an ancient precedent of philosophical theorists and endeavor to make a few simple ideas infinitely more difficult, and, hopefully, to offer some perspective on one or two issues from the vantage point of my own disciplines.

I

To an outsider such as myself, there is a great deal of unfortunate behavior evident in discussions about the viability or adequacy of labels and categories for identifying and sorting out exceptional children with learning disabilities; and the related question about the efficacy of separate special education classes. First, there appears to be a tendency on the part of spokesmen for the contending positions to appeal to research studies on the efficacy of special class placement much as the proverbial drunk uses a lamp post: for simple support, rather than for illumination. In particular, commentators seemingly are inclined to draw unwarranted conclusions from the research at hand; to occasionally misinterpret (or misrepresent) the findings; or to become entangled in criticism of the minutiae of research design, methodology, and so forth, all the while losing sight of the central concerns involved. Especially notorious in this regard is the literature on studies of teacher expectation as an important determinant of student performance and evaluation, in relation to the implications of such inquiry for special education.

Secondly, one notes a tendency toward a rigid polarization of opinion, where rhetoric substitutes for reason, moral fervor for logic, and strength of conviction is allowed to supplant proper concern for factual accuracy. For example, even a casual glance at the relevant literature might reveal the distortions introduced into commentary on Professor Dunn's article (1968) of three years ago. Contrary to some allegations, Dunn did *not* advocate the abolition of *all* special education classes. The very title of his contribution indicates as much. We need to be cautious about what we say and how we report what others have said.

Thirdly, an outside observer must be struck by the way in which some writers are inclined to impugn the motives of those with whom they disagree: to view labels as a conspiratorial effort to "dig the educational graves" of children to whom categorical labels have been applied; to see the proliferation of special education classes and services simply as an instance of system maintenance, as a self-serving perpetuation of a situation congenial to the Establishment; or (to cite another example) to conclude from the high incidence of children from racial or ethnic minority groups in classes for the retarded or the emotionally disturbed that an overt, racist-motivated conspiracy is involved. Let us grant that institutionalized segregation and operationalized bigotry have existed, and continue to exist. But I submit that at this juncture it is functionally more profitable to cast doubt upon the adequacy of labels that led to special class placements than to denigrate the motives of those responsible for placing students in such classes. At the risk of rehearsing the obvious, for example, the familiar term "cultural deprivation" may be utterly intellectually bankrupt—as I personally suspect it is—but its viability as a concept poses a separable issue from the question of the propriety of making special educational provisions for those allegedly suffering from that particular malady.

Fourthly, there appears a regrettable inclination on the part of some to argue that special classes are simply and exclusively the product of administrative expediency, or that they were not designed to meet the needs of exceptional children, but were simply created as convenient dumping grounds by the regular education Establishment—a power structure which could not tolerate, as it is argued, its own failure to adapt instruction to a wide range of individual learning differences. (To this point I should like to return momentarily.)

II

I would argue that procedurally we can move closer toward a resolution of these issues by doing four things. First, we can all adopt an attitude of humility, frankly acknowledging the extent of our collective ignorance on the efficacy of special classes or the effects of labeling (at least pending further research), while by the same token not allowing our relative ignorance to become an excuse for total inaction. Secondly, we require a much more careful separation of the *logical, empirical,* and *valuational* questions involved than has heretofore been the case. Thus, the question of whether labels stigmatize, whether they do in fact lead to self-mortification and self-denigration, is an *empirical* question. It should be answered on empirical grounds. The issue of the rights of the majority of normal children when forced to interact with "exceptional" children in an integrated class setting, or the issue of what consequences should follow from labeling in terms of teacher-learner behavior is basically a *philosophical* question. These admit of clarification and possible solution on other grounds. And, finally, controversy over whether categories should stress etiology, or prognosis, or whatever, is at least partly a *logical* and conceptual issue. It too admits of a different sort of solution.

A third recommendation would urge all concerned to refrain from poorly-aimed diatribes against regular educators for having allegedly relegated all their problems to special educators. I believe we would all ruefully concede that special education has too long served as a band-aid on regular educational endeavor. Nonetheless, it is time to put an end to the fratricidal conflict. We are all in the same boat, confronting a common problem of devising a comprehensive educational program that truly and fully meets the needs of every child. To accomplish this momentous task we desperately need a shared attitude of joint partnership and cooperation.

A final recommendation here would be to move away from any oversimplification of the issues. It simply is not productive to think in terms of special classes versus total integration, or categories versus no labels and categories at all. The reasons for this latter injunction should become apparent shortly.

III

Having betrayed my own biases somewhat, I should like to address myself to just two of the fundamental issues before us. The first of these is the historical question of whether separate special education programs were initiated in response to the needs of certain classes of learners, or whether they were begun as a result of the need for regular classrooms to be relieved of the burden of ministering to the handicapped. The second question, at root a philosophical and logical dilemma, concerns the criteria by which one assesses the adequacy of such labels as "culturally deprived," "emotionally disturbed," or "educable mentally retarded," and such broad generic categories as "learning disability," "educational exceptionality," or "learning handicap."

The dimensions of the former question are by now painfully familiar. It is alleged that separate special education classes were devised in response to parental pressures upon educators to accept types of learners formerly excluded from the classroom; that they represent nowadays an attempt to shield and protect normal children from the stress of interaction with deviants; that (as the current vernacular has it) they represent a mechanism for "cooling out the mark"; and that they provide a device which allows regular educators to pursue their goal of total social homogeneity.

Contrariwise, it is argued by supporters of separate special education classes that integration was demanded originally because, for example, retardates had formerly been housed in poor, decrepit facilities on a makeshift basis. Consequently, when reformers urged that the mentally retarded be accorded all the advantages of normal classroom facilities, this demand in turn was popularly construed to mean that retardates actually had to be integrated with children in regular classrooms. Or, alternatively, supporters will claim that separate provisions were begun in response to the peculiar needs of children with learning liabilities and, in specifiable cases, continue to provide a needed protective environment.

Historically speaking, which is the more plausible position?

It should be remembered that the very first efforts of any significance on behalf of exceptional children—the blind, the deaf, the retarded, the physically disabled, the emotionally disturbed—were initiated fairly recently. With the partial exception of education for the deaf, all special education efforts date from no earlier than the beginnings of the nineteenth century. Having said this however, it is equally important to note that such efforts were begun before compulsory school maintenance legislation was passed, before compulsory school attendance laws were enacted, and before extensive state support or involvement in education existed. And these efforts got underway at a time when the feasibility of all such instruction was doubted and consequently commenced under purely private auspices.

The implication I would like to draw should be evident: initially at least the advent of special classes did not represent an effort to compensate for the rejection of exceptional children from regular classrooms. This seems clear if only because a comparatively small percentage of the total population—normal or deviant—was accorded the benefit of formal, institutionalized schooling in the first place. Furthermore, at the time no one was yet willing to concede that educational effort on behalf of handicapped children was even needed. In other words, special classes were not a response to a problem; the problem had yet to be defined.

One thinks in this connection of the pioneering work of the Spanish Benedictine Abbé de l'Épée at Paris on behalf of deaf mutes, or of Thomas Braidwood's labors at Edinburgh in the eighteenth century, the efforts of Thomas H. Gallaudet in Massachusetts in the early 1820's, and the investigations of Edouard Seguin over a decade later on mental defectives. In each case, when separate special schools were opened, they were intended as additions to, as extensions of, existing educational endeavor, not as manifestations of a "cooling out" process by regular schools and their teachers. It escapes me how one can argue otherwise once one understands the motives and intentions of those men in relation to the situation they confronted in their own time.

If it is responded that I have picked types of learning disabilities not apropos to the current controversy, i.e., the question today concerns the propriety of isolated classes for the mildly retarded or emotionally disturbed rather than for students with other types of defects, I can only answer by noting that mental retardation or emotional disturbance as we understand these phenomena today were not even recognized as such a century or more ago. Hence, it is exceedingly difficult to argue for a conspiratorial theory.

At this point I am willing to concede that the situation may have changed today. On the other hand, it is partly on the basis of an historical analysis that I am led to conclude that contemporary special educators are evidencing a species of sado-masochism when they agonize over administrative arrangements, exemplified in the acrimony over special classes and schools. To be sure, there is some positive gain in re-examining motives as critically as possible. But it is far more important to keep in mind the primary objective of assisting all children by whatever means; and each of the questions entailed should be formulated with this goal in mind. I might add that the successful realization of this end suggests to me at least a broad spectrum of responses, ranging from supplementary instructional assistance in regular classes by regular teachers (insofar as this is possible) or by itinerant specialists, all the way to separate, special institutionalization.

It is important to stress two relative additional points. First, the theme of tailoring instruction to individual differences is far more ancient than is commonly supposed. It is a pedagogical concern tracing back at least as far as the days of classical Greece and Rome and has always been an inherent problem when organizing education on a group basis. Second, there is considerable cause for confidence in the future as contemporary efforts to individualize instruction are perfected: educational television, branching programmed texts, computer-assisted instruction, dial-access videotaped learning packages, ungraded and flexible groupings, perceptual and auditory discrimination teaching programs—all the new pedagogical devices responding to the variance found within any population, whether handicapped or not. All of this is by way of observing that the success of future special education work is tied to the degree of success of regular educators as they adapt instruction within a somewhat narrower range of learning differences. The whole question of instructional adaptation has devolved with a vengeance upon special educators precisely because they deal with a broader range of learning problems.

IV

The issues of the second question to which we turn are also familiar. It is alleged that labels for learning problems stigmatize; that they indicate a refusal to accept responsibility for making difficult educational decisions and hence represent a kind of intellectual laziness; that they place the burden for a learning failure on the child rather than upon the school, or society, or the cultural environment, or wherever else it might be laid; that labels actually yield no useful information; that they serve only to isolate deviants rather than to help them; and that they homogenize children on the basis of meaningless diagnoses. It is further argued that labels constrict the objectives of special instructional programs and predetermine their aspirations; that they serve only as sanctions for administrative actions based on simple psychometric thresholds which then become pivotal criteria determining such actions, all the while creating destructive, self-fulfilling prophecies for the children to whom they are applied.

Others respond that labels do after all refer to problems; that they will in any event be applied by parents and peers of the child; that mortification can occur prior to labeling; and that categories are necessary because, historically, general aid to education formulas did not benefit handicapped children until such learners were identified for purposes of legislation. Furthermore, proponents hold out hope that better criteria governing category-and label-construction such as incidence, specificity, severity and remediability can be made more linguistically precise.

I do not propose here to offer an opinion on which criteria governing category-construction might be employed. Rather, I hope to explore what any label or category is and what it is designed to do. Though the analysis must necessarily be brief, perhaps it can shed some light on the problem at hand.

The world is full of at least two types of events, as philosophers remind us; it is full of the objects that make up our environment and, it is also full of symbols for things, symbols which provide convenient conceptual "handles" for manipulating the furniture of the world. Now, people discover early and quickly how much easier it is to control the symbols of things than it is to control their referents themselves. For example, a meteorologist does not board an aircraft and roam throughout the skies inspecting storms and air currents and temperature fronts and so on; rather, in order to predict tomorrow's weather, he inspects phenomena through a system of symbols and then draws conclusions in terms of the frame of reference the system provides. In turn, he judges the adequacy of his symbols on the basis of the accuracy with which he can make predictions. This is a way of saying that human experience is both an outcome of symbol-making and its test. On the one hand, the confrontation of the world through symbols is the most meaningful and most significant confrontation with "reality" we can have. Outside of some symbol system all we have is a meaningless ebb and flow in the world, or as Bertrand Russell phrased it, "one thing after another." On the other hand, it is subsequent experience which validates or falsifies our symbolic explanatory systems, revealing the functional strengths or weaknesses of the interconnected set of references we employ in any given case.

This can be made clearer by noting the recent attempt by a famous theoretician to explain the phenomena of student unrest on the campus in Freudian terms. Turmoil, his theory asserts, is a function of unresolved Oedipal complexes and perhaps defective toilet training. Students revolt against authority because psychologically they have been unsuccessful in coming to terms with authority figures earlier in infancy. We need not debate here the dubious merits of any such theory. But we must ask the question of how the theory is to be evaluated. The test is how adequately the theory renders coherent, explains, and comprehends all of the phenomena with which it deals. If it fails to offer an intelligible account, or if events occur which it cannot explain, then this explanatory system is patently defective. In the same way, symbols which explain phenomena and subsequent experiences in turn serve to guage how effectively the symbols are functioning.

The intent of these observations will emerge shortly. Symbolic categories of any sort are like maps we lay over otherwise unconnected points, thereby giving them meanings and connections. Because symbols serve to organize our experiences by drawing out aspects for attention, bestowing significance upon them, they also allow for the manipulation of our environment on more efficient, economical terms. At the same time, symbolic categories and systems provide the means whereby experiences are explained, allowing judgments to be made about those experiences. Moreover, the categories which symbols create mark out the momentary limits of our power to sort and discriminate events or objects. By way of illustration, anyone who has experienced the difficulty of learning a foreign language can recall how it is necessary to ask those who use it as their native tongue to speak more slowly and distinctly. A language is a system of symbols referring to the furniture of the world. Until one acquires a certain degree of fluency in the language, one's power to use the new symbol system for purposes of pointing out referents or discriminating among them is narrowly circumscribed.

All of this may seem very obvious and no doubt a little labored, but it seems necessary to make it explicit. The implications for a discussion of the categorical/non-categorical issue turn out to be rather significant. I choose to cite three of them. Present-day taxonomies for classifying learning exceptionality may be unsatisfactory, but labels and categories are essential nonetheless: first, because they draw attention to the phenomenon they are designed to identify, and, secondly, they permit an explicit, intentional, and organized response to that exceptionality. Thus, it was a long time before gross variance among people was categorized in terms of retardation, emotional disturbance, and so forth. Once identified and explained, however, by means of symbolic notational system (since symbols create categories and categories are the building blocks of human sorting-out systems), appropriate judgments could be made with respect to learning variance. Admittedly, some systems can and have provoked unfortunate responses, exemplified formerly in behavior toward mental illness. If and when an explanatory system accounted for emotional disturbance in terms of devil possession, it was entirely logical to blow in the ear of the victim so afflicted, to perform similar acts of exorcism and if they failed, to chain up the poor fellow so he could do no harm. Thirdly, although I am arguing that labels and categories are necessary for the reasons previously mentioned, even on logical grounds they could stand improvement. It remains to sketch out why this is the case.

A more extended scrutiny of today's labels and categories and all the confusion attendant upon their employment might reveal what the English philosopher Gilbert Ryle once termed "category mistakes," that is, the crossing up of sorting-out systems. For example, suppose you take a little boy to view a parade. He observes excitedly each passing regiment, the various bands, the floats, or other displays. At the conclusion you ask him how he enjoyed the parade and he responds that he enjoyed seeing the bands but then asks in disappointment where is the parade. You would smile indulgently while trying to explain that the various components (bands, floats, regiments) taken together are the parade. To ask the question where is the parade is to violate the logic governing the frame of reference within which one talks about parades. Again, suppose I graciously offer to conduct a tour for you around the campus of the University of Missouri. I show you the Student Union, the central administration building, the College of Education's facilities, even the house where our local Department of Special Education is located (presuming you should want to inspect it and that would be doubtful). But then you ask me where is the University of Missouri. Once again, a category mistake has been made; you have mixed up incommensurate frames of reference.

Quite possibly the same mix-up is involved when psychometric performance, causative diagnosis and etiology are bound up together with prognosis as considerations governing the construction of labels and categories in special education. Parenthetically, I might add that (in this layman's opinion) the *only* relevant criterion governing categories *for special educators* is prognosis, i.e., what can and will the learner do? The distinctively educational question to be asked—the only one, in fact— is: What implications issue for teacher behavior in terms of remediation?

V

My conclusion is altogether unremarkable. I am led to observe that however these issues are handled, the important point to be kept in mind is the central purpose labels, categories, and classrooms of any type are designed to serve. John Dewey noted over a half century ago that genuine equality of educational opportunity is absolutely incommensurate with equal treatment, because people differ from one another in many significant ways. A loving parent treats his children differently because he knows each child is unique. It was this insight that led him to make a remark which might well become a motto for all of us as educators. "What the best and wisest parent wants for his own child," Dewey observed, "that must the community want for *all* its children. Any other ideal for our schools is narrow and unlovely; unless acted upon, it destroys our democracy."

None of us should be willing to settle for anything less.

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MISUSE OF CATEGORIES AND CLASSIFICATIONS IN SPECIAL EDUCATION

by Frank B. Wilderson*

I am going to open my remarks about the misuse of categories and classifications in special education with a few words about special education as it relates to the needs and expectations of Americans of minority group backgrounds. I think we should start by pretending we all know very little and see whether we cannot build up something in the way of first principles. So, I am not going to apologize for talking about things you already know.

Lloyd Dunn (1968) has written that

> ...a better education than special class placement is needed for socioculturally deprived children with mild learning problems who have been *labeled* educable mentally retarded. Over the years, the status of these pupils who come from poverty, broken and inadequate home, and low status ethnic groups have been a checkered one. In the early days, these children were simply excluded from school. Then, as Hollingworth (1923) pointed out, with the advent of compulsory attendance laws, the schools and these children "were forced into a reluctant mutual recognition of each other." This resulted in the establishment of self contained special schools and classes as a method of transferring these "misfits" out of the regular grades. This practice continues to this day and, unless counterforces are set in motion now, it will probably become even more prevalent in the immediate future due in large measure to increased racial integration and militant teacher organizations... (1968).

I. Special Education as a Framework

First, we must realize that the concept of special education is simply a framework for analyzing the behavior of a child in order to predict his actions, and in order to understand the connection between his actions and the situation in which we see him. In dealing with children, we would like to know ahead of time what we can expect them to do and how likely they are to come up to our expectations. In order to do that, we have to know certain things. We have to know certain things about children in general, and certain things about the particular child in school. Of course, the more we know about the child, the more likely we are to be accurate in our predictions. It would be nice, for instance, to know what has happened to him in the past and how he has reacted in the past. We may not be able to get such information, but we can watch him in the present and, from the very way he reacts to certain things, in the future. And, knowing how he is likely to react to instruction, we can allocate resources to fit his needs. *We say.* I suppose that in our every day work as special educators, the most important characteristic which we seek to develop or which we ought to develop is sensitivity to the microscopic, to the tiny cues, in the behavior of the children we are dealing with. We want to watch how certain things touch on them. In doing this we must remember that we do not know what stimuli are impinging upon the child. We cannot analyze a child the same way we analyze a mechanical situation. If you have a bridge and want to put a weight on it, you can take that weight, weigh it, and learn objectively and accurately what it weighs. Then you can put it on the bridge and observe the strain and response to a known stress. But, you cannot follow this model very far in regard to human beings. Our conception of the forces impinging upon a person is not the same as his perception of such forces. The effect of these forces will be due only partially to the objectively assessed forces; much more important will be how the person perceives the meaning he reads into the situation. This makes the whole notion of categories of disability or of handicap as legitimate descriptions of what is wrong with a child quite tentative. Generally, categories as we have structured them in special education contain few contributions from the child, his parents, or his advocates in terms of his perceptions. They rely most heavily upon so-called objective examination findings in terms of status and condition.

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Among the basic elements of condition or status we generally use to determine the level where children can do regular academic work is that of intelligence. People are born with different degrees of intelligence, but the IQ does not mean nearly so much as we once thought it did. We now realize that what you measure in young children as intelligence is quite different that what you measure in adults. We have begun to realize that a good deal of what we used to think of as the intelligence level is not the constitutional innate capacity at all. It is something which is compounded, as everything is compounded once you get beyond the first few days of life, or, a mixture of these constitutional elements and life experiences. The child is very much influenced by a complicated *set of emotional mechanisms, also.* Many children alleged to be mentally defective on the basis of a constitutional lack of intelligence may have normal or higher than normal intelligence, but also have extreme disorders in their emotional life which prevent them from deploying their constitutional ability. They are often labeled psychotic children. Even disregarding the label of psychotic, there are many children who have emotional conflicts which interfere with the general deployment of their intellectual faculties.

The political, racial and finally professional educational climate in this country is moving to the position that heavy, negative social status and school situations can interfere with student motivation to the extent that achievement deteriorates. From all corners of this nation, citizens who have been locked out of the mainstream of American education through *negative identity labeling* are now pressing for entrance and for change in educational techniques and objectives.

II. The Challenge of the Minority Groups

American education's most challenging problem in the latter half of the 20th century is indisputably in the large cities where great numbers of minority group people have been handled in a special exclusionary system unresponsive to their needs, desires, and values. Various educational and psychological techniques have been used for the purpose of exclusion. For instance, achievement test scores show that children in the central cities lag consistently behind the average in educational attainment.

This very real crisis in our urban centers appears to have materialized in the last few years, contemporaneously with our concern over civil rights and poverty. In effect, the crisis is in the center of our ghettos populated by the poor and minority groups. But the fact that children of minority groups and/or low-income families do not do as well in school as middle-class caucasian children is not a new problem nor a sudden discovery. Educators have long known that there is a strong correlation between a student's educational achievement and his socio-economic background. Statistics in the United States show that the child from an economically depressed background has traditionally achieved at the rate of .7 of a year for every year of instruction. This means that this child falls further and further behind, at the rate of three months for every school year. Thus, at the end of the third grade, he is already a full year behind the middle-class student and when he enters his teenage years, he is two years behind, and about to become a statistic—a dropout.

Results such as these and their traditional supporters; poverty, environmental deprivation, and institutional racism, have come to be well recognized by the lay public.

In particular, minority group children from such an environment in disproportionate numbers are screened, diagnosed, and placed as special education cases and labeled as handicapped. More frequently, these children are said to suffer from cognitive, perceptual, social and emotional difficulties which (the reasoning goes) stem from the disabling environment in which they live. They are *as a group* labeled as a handicapped population for whom the doors of educational opportunity are not readily opened. One has only to look in the social science literature to see a proliferation of articles about the effect (Clark, 1965) and more recently the "psychological costs" (Bronfenbrenner, 1967) of environmental hostility and inferior social status on the affective and cognitive development of minority group children. This emphasis serves solely to point out the negativistic and disparagement ridden context in which such children are thought to exist and develop. This conclusion is re-enforced by taking additional note of the titles of the major works of the social sciences which portray children from minority group populations. To the sociologist he is a dilemma (Myrdal, 1944), to psychiatrists he is oppressed (Kardiner and Oversey, 1951), psychologically he is a profile (Pettigrew, 1964). Within the educational establishment there is an abundance of literature concerning the disadvantaged or culturally deprived (Witty, 1967).

More recently, citizens from economically deprived and minority group backgrounds *themselves* have become acutely aware of the crass negative attitudes which have great effect on the child's perception of himself as an individual and his place in the society, and consequently influence his socialization and emotional development. In the field of special education these social related problems are still, however, only simly felt. The reason—we seldom relate them to a general theory of behavior on the one side, or rigorously connect them with the negatively toned categories and indices that we choose for groupings of children on the other. Therefore, the results of what we observe of this controversy can very seldom become part of the cumulative movement of truth which constitutes the growth of scientific knowledge since our concrete indices or categories or labels are not clearly related to the variables of a general theory of human behavior in society. And, when societal variables are not thought of as being related to treatment variables they (treatment variables—or categories) ***tend to be AD HOC.*** Under these AD HOC conditions the treatment variables or categories are only with difficulty applicable, that is, translatable into other concrete situations, by a society which seeks to confirm, revise, or invalidate the previously established propositions. We have not assessed the social impact (on minority group children) of the actions of labeling or categorizing.

III. Effects of Categories

All too often the actions of special educators in assigning children to treatment groups is similar to an attitude expressed by Towne and Joiner (1968). They reasoned that

> . . . since being labeled and placed in a special class changes the student's position in the social structure, it may be expected that this will influence his behavior (Gross, Mason, & McEachern, 1958). Others will act toward him in terms of their understanding of the new status. "Misplaced concreteness" (Guttchen, 1963) ***may be*** attributed to the abstract, formal diagnostic category. The meaning of the label "learning disabled" (or of "cerebral dysfunction," "neurological handicap," "brain injury," or whatever other terms may be applied) will expand beyond the set of diagnostic behaviors that define the category so that the child is ***now*** thought of as being generally personally defective rather than as a child deficient in specific learning skills.
>
> Thus, whatever the label means to others, regardless of its accuracy or connection with the child's immediate behavior, each person's expectations and interpretations of the child's behavior will be affected by his definition of what this kind of person is supposed to be like. Vague feelings and observations about the child's behavior become anchored to the label. A social object is created by developing a cognitive category which connects many disparate characteristics. And the social object is "authenticated" since the observed behaviors are defined as causal conditions in explaining the behavior. Thus, the student's inept performance of an important task will be explained by defining him as a member of a subset who is supposed to behave that way by definition. (1966)

They go on to say that

> . . . There are benefits to the child, of course, in his new status. To the extent that the new status replaces descriptions like "naughty," "Ill-mannered," or "bad-tempered" with descriptions related to illness or sickness, rejection and exasperation should be replaced by shelter and understanding. Also, inso-

> far as others perceive the label "learning disability" as casting the student in a sick role, the child's problems in performing expected roles will be reduced. As Parsons (1964) argues, two features of the sick role are: (a) the sick person is obligated both to try to get well and to seek competent help; and (b) that he is to cooperate in the attempts to help him get well. Thus, illness is stigmatized as undesirable in a culture stressing accomplishment or productivity, and considerable pains are taken to prevent the healthy from being tempted to become sick (Parsons, 1964). It might be expected, for example, that the more flexible, less academically demanding curricula of special classes for the learning disabled would appeal to certain students were it not for the price they must pay for membership in such classes. Theoretically, if there were no stigma—let us say that efforts to reduce whatever stigma is attached to special classes were to be completely successful—there would be no motivation to avoid deviant behavior (Parsons, 1964) and numbers would be an even bigger problem than there are at present ... ( )

Towne and Joiner seem to be suggesting, and, I would suspect that many special educators would like to agree, that negatively toned labels may act to attenuate the number of children who might find themselves in special education labeled classes. Today, however, special educators will be required to find arrangements that are more acceptable than special labeling to provide proper instruction and learning opportunities for children from minority group backgrounds whose cognitive, affective, and social styles differ from those in the majority circumstance for whom the traditional programs were designed. *Racial pride* and concern for individual awareness and development will have become too dominant a force to continue to permit the use of negative status groups and technology for assisting children from minority group backgrounds to learn in school.

At this point, I would like to add a word about the subject of group pride or group consciousness which is so much in the news today, with a particular reference to this subject's psychological implications in programs of special education for children who may be overrepresented in current special education classification schemes.

The black power, black pride and black consciousness movement, as well as such movements in other ethnic and racial groups, has brought about the potential for changed collective self-perception, for collective self-determination, and for a total social climate which demands, as DuBois (1965) notes:

> ... definition of and attention to its own social problems. Essential to the development of a positive individual and collective self-image for minority group Americans is the development of individual and group pride and the ability to control the social forces which shape one's environment. Here we see the school and its influence as strategic. There exists a special brand of motivation which comes from pride in the accomplishments of one's people, and this motivation provides a powerful thrust toward development of competence in all facets of public life in America. In essence, minority group Americans are beginning to recognize their heritage, build a sense of community ... define their own goals and lead their own organizations.

It will take this type of constructive agitation to convey the idea that minority group children can think, and such effort will work toward destigmatizing themselves and in building a positive self-image. Such an effort must be initiated by special education teachers or it will be initiated by minority group individuals themselves; controlled withdrawal from the influence of special stigmas and negative labels will usually be the initial step.

IV. The New Pedagogy

Educators often confuse the reason for the need for a racial or ethnic identity. It is not an abstract quest for pride, nor a device to offend whites, that impels so many people to want to emphasize their difference. To define a racial and cultural identity is to attain integrity and security, psychologically and socially. Teachers have to understand the constructive aspects of this effort and aid it. This is particularly true of teachers from white minorities who have themselves with meticulous care maintained their own cultural identities—as Irish, as Jews, as Scandinavians, as Poles and as many others.

Special educators have a new duty to perform if they are to avoid the charge of continued "misuse of categories and classifications schemes in special education." Their new duty is that of developing a relevant body of knowledge for their practice. As the special educator discharges this new duty, one of the most critical areas of concern in which he will be required to direct his efforts will be in the area of child development and the need to develop a positive pedagogy for minority group children. Such children cannot develop a positive self-image within institutional conceptions of negative child rearing practices. Considerable attention is now being given to "cognitive development" and "socialization," based upon the effects of social deprivation. There is, first, a tacit assumption that most, if not all, of the early experience and later development of minority group children is negative and deprived. Secondly, there is an assumption of inferiority/superiority typical of the subtle supremacy argument: "What you need is to be like us!" In essence, children from culturally different backgrounds are then subjected to "cognitive stimulation," "language development," and "behavior modification" programs, all based upon the assumption that they have no unique cognitive style, no language which is expressive and communicative, and that their behavior is obnoxious. The extensions of this inferiority argument are far-reaching: imputation of family instability; the application of Victorian views of sexual behavior; and the utilization of other values which negate child rearing practices which have been handed down through the generations, to name a few.

This child can no longer afford an outwardly imposed special pedagogy which concerns itself with his behavior stated in terms of *problems* such as: inefficient verbal communication skills, disruptive-maladaptive behavior patterns, dis-identity, self-derogation, inability to delay gratification, and hopelessness (Johnson, 1968). The new pedagogy for the minority group overrepresented special child must emphasize: (1) his spontaneity, his social problem-solving ability, and his creativity which exists and grows under severe limitations of physical environment, (2) the new pedagogy for this child must emphasize the nature and effect of peer collectives which are one of the major socializing agents in many minority groups and (3) the new pedagogy must emphasize the course of development of his acute social perceptiveness, particularly those cognitive and affective styles which permit the development of extensive non-verbal communication processes and intelligence.

Before we presume to apply current identification, selection, and diagnostic techniques to children from diverse backgrounds there is a special area of interest to be found in the understanding of what the child rearing practices *are* among such Americans, and of all social classes. There is a particular need to engage in longitudinal study of the socialization processes found within various American sub-cultures and to determine the effect of these processes from the emotional and cognitive development of such children. There is an urgent need to develop special education models which will permit a fuller, positive, and more precise understanding of the social and emotional development of such youngsters. There must be a concerted effort to challenge and test the current assumptions with which most conceptions of child development, childhood exceptionality and school learning processes rest, and to determine their application to the education of Americans from diverse backgrounds, rather than basing education programs for such children on judgments extrapolated from research on white children.

For instance, there is mounting evidence that given sufficient environmental conditions, the Afro-American child develops normally and positively within the dimensions of his existing culture. Wilkerson (1968) notes, "Suffice it to say that evidence mounts to prove that the 'cultural deprivation' hypothesis is bankrupt." Likewise, there is a corrupt feature to a pedagogy which insists that the Afro-American child's social and emotional development is governed by theories based upon non-black philosophy or values, or by research generated from a social order which perpetuates unconscious racism and an objectively negative view of Afro-Americans.

V.

Finally, I want to express a reservation about oversimplifications. The argument for conferences and communication implies that major solutions will be obtained from such efforts. This is an illusion. The problems of a relevant education for many Americans are economic, political and social, as well as educational. They arise from injustices deeply embedded in the structure of the society. Colleges and universities and public schools cannot change these conditions on their own, even if everyone wished to and worked for it. They can only help and even their help is insufficient. The mass of white America will be necessary for profound change—and, unity and militancy must set the course, give the example, and generate the primary pressure. Conferences such as this one can get rid of trivia: but they cannot get at causes. To eliminate causes requires not occasional conferences but campaigns and crusades, indeed!

In addition, the specific task for special educators becomes not one of readying overrepresented minority group children for participation in a traditional special education setting, but to ready radically new educational environments for them which will maximize their potential for human contact, active learning, and personal growth. Hopefully, then, consideration of the concept of readiness for regular class placement will shift from a focus on the deficiencies of the child in coping with the demands of a relatively static, content-oriented curriculum to the deficiencies of the schools in meeting the needs of children actively engaged in the systematic process of individual growth.

Unfortunately, educational environments which maximize the growth of children do not come pre-packaged. Various techniques have been found to be successful under a variety of conditions. Everything from sophisticated computer-assisted teaching machines, to token economy systems, to highly language-oriented programs, to programs which concentrate on the development of positive self concepts have proven their effectiveness with some children, in some settings. This multitude of successful approaches should make it even clearer to us that children can learn in a variety of ways reflective of their present stage of development and of their past cognitive and affective conditioning whatever that may have been. Therefore the differing cognitive styles of children and their affective conditionings require that an educational environment be flexible enough to take into consideration these highly personalized routes to learning and growth, and negative stigmata need not attend them.

The concept of individual differences is often reduced to merely allowing children to participate in the same tasks and to cover the same content at varying rates of speed. But the concept of individual differences must be further extended. Recognition must be given to the varied pathways to learning which may be traveled in order to prepare for a functional role in society. Children need not all learn the same things, nor must they all learn in the same ways. A truly relevant learning environment must allow each child the freedom to develop in his own way and seek the knowledge and skills meaningful to him.

VI. The Role of the Teacher

Thus we in special education programs in colleges and universities must prepare teachers who are sensitive to and can recognize and appreciate varying cognitive and affective styles, teachers who can build the kinds of environments which being reflective of these varying styles and needs will serve to engage these children in the learning process. The task of the teacher trainer, in turn, becomes one of seeking ways in which to develop learning environments responsive to the differing styles and experiential backgrounds of teacher trainees and which in so doing will facilitate the growth of these trainees as builders of relevant educational environments for children.

If teachers are to be responsive to varying cognitive and affective needs of children then they themselves must develop skills of assessment and communication. A prerequisite of such sensitivity is the awareness of one's own feelings and motivations. If this skill is under-developed, opportunities must be provided within the learning environment of the trainees for the growth of this ability. Encounter or sensitivity groups might offer such an avenue. But more importantly, trainees will also require feedback as to their perceptions of and responses to interactions with children. Fellow trainees and consultants, making use of video tape, interaction analysis methodology and other observational recordings can aid in this and thus facilitate growth. Therefore, the opportunity to participate in sensitivity groups along with the chance to develop a close working relationship with large numbers of black colleagues and professors during training would be elements which would be desirable in setting up a teacher training model.

If teachers are to trust children to become self-responsible learners and problem solvers and to help them to develop skills as processors of information, teachers themselves must experience a teacher training environment in which the search for knowledge grows out of the seeking for solutions to relevant problems. They must experience a relationship with their own instructors which communicates trust in their abilities to explore and find solutions to problems when appropriate guidance and resources are made available. Only the development of such confidence will allow them to seek personal avenues to individual growth and learning.

Closely related to the concept of personal responsibility for learning and problem-solving is the concept of respect for the personal styles of others. Teacher trainees need to experience the respect as individuals which we demand of them as guides for children.

If teachers are to encourage children in group exploration and problem-solving they themselves must have successful experiences in these areas.

Finally, if teachers are to see the educational leadership role as one of guidance rather than categorizing and labeling then they must be exposed to a training program in which they are guided rather than labeled. The teacher training staff must serve in consulting and supervisory roles which offer alternatives and open areas of exploration without predetermining outcomes.

Finally, in closing, I would like to repeat a concern expressed by Mrs. Coretta Scott King some months ago. She said simply that "There will not be another lost generation of Negro children." This is also the message of today's events. There may be a generation of turbulence and upheaval on school, college, and university campuses in response to their insensitivity to negative labels, but it will not be characterized by a lost generation. It may be delayed but it will not be forgotten nor will it die. It will train another generation to go on struggling until it has overcome.

From this time forward the silent, oppressed *minority* will have disappeared and out of the chaos of change a totally new people will emerge. The question of our time is, whether special education will perceive in its full implications the need to change and make for many Americans the transition from bondage to freedom peaceful and creative, or, if "the fire next time" will burn on to scar and shrivel our age and time.

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SOME QUESTIONS FROM A SCHOOL ADMINISTRATOR

by John W. Melcher*

Specialized educational services for handicapped children have been purveyed since Juan Pablo Bonet first published a manual alphabet for the deaf in Madrid during the year 1620. In the subsequent three and one-half centuries, special educators have invented a host of other specialized educational techniques and a great variety of administrative systems to deliver what we today call special education. Individualized instruction has been a pre-eminent goal of the American public school enterprise for a century, and yet has eluded capture. In these decades we've talked of the Batavia Plan, Dalton System, Contract Teaching, Individually Guided Education, Clinical Teaching, Individually Prescribed Instruction, and a myriad of other delivery systems. We've also concomitantly tried to develop the potentials of handicapped children and youth with such group-oriented administrative devices as the self-contained classroom, the special school, the multi-unit school, resource rooms, crisis rooms, and many others.

During the past ten years many leaders in the special education movement have enunciated the need for greater "normalization" in the education of the handicapped pupil while many generic elementary and secondary school educators have strongly advocated the greater special class or segregated approach to serving children with special needs. Heavy state and federal financial support of special education has caused general school administrators to seek an answer for the difficult child in special education rather than adapting the "mainstream" to the unique learning needs of those children and youths. Special educators have often been overly impressed by their own quantitative success as measured by increased budgets and enrollments. Many sincere special educators have been lured by regular educators into believing special education could be the educational haven for the school's lame, the halt, and the abandoned. More crudely put, some special educators say special education has become the "garbage can" of the American schools. Others say special education is finally developing a conscience and resists being used.

While I personally concur in statement of the need to alter the inflexible systems of serving our children with special learning needs, I strongly suggest we must not oversell thinly developed special educational schemes that only attack a single aspect or subaspect of the highly complex network of interprofessional and interagency relationships that involve general and special teachers, elementary, secondary, and special administrators, college faculties, parents of handicapped children, legislatures, school boards, state school agencies, and the federal government. The day of over-simplification is gone! What is left to do is to create models of programming that stem from the current and long-term needs of the children to be served. Especially important is the interlock between the "idea" people and the myriad of practitioners in colleges, state and local school systems, and the general public.

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Currently, in the United States, the concept of child protection is manifested by wide consideration of the "Child Advocacy System." This concept was introduced by mental health workers at the 1970 White House Conference on Children and Youth and has since become the "rallying cry" of many state mental health associations. This child advocacy concept promotes the advancement and protection of the physical, social, educational, emotional, and legal needs of children. It provides for a model development of "ombudsmen" to oversee the serving of children with special needs in each of the states via a child advocacy council. In Milwaukee such a group has published a handbook for the guidance of parents, developed especially to acquaint those in the inter-city with their rights and those of their children. Lawyers are representing their claims and the courts are providing legal guarantees that the civil and personal liberties of children are not being abused. And when the judge orders that the child with an IQ of 28 is due an education "forthwith" he means starting tomorrow morning! This type of group would have broad powers to investigate, evaluate, and promote services for children with special needs. It would stimulate interdepartmental coordination between agencies of state and local government as well as between agencies that do research, training, or demonstration in this area. We clearly have an opportunity to join this movement or modify our existing practices.

For a multi-faceted, multi-level educational system to install a better program for handicapped children, it must seek and get the support of organized groups of parents, teachers, and administrators. A statement of commitment to a child-focused service program must be collectively initiated and developed. The day of "passing the buck" or unilateral effort is quickly passing. The colleges and universities can no longer expect to function in a separate and unequal position. Their teacher training programs must incorporate with the practicing teachers, both as equals, or they will find no functioning laboratories for their student teachers or their research. The common interests and goals of the university and teacher must be encouraged or there will result a disparity of interests and program operations instead of a related program between the theory and its normal extension into practical settings.

Based on the aforementioned needs for greater collaborative effort, I would like to raise some questions with you. Here are a few!

How much information do school principals have regarding the nature and needs of the handicapped?

What readiness, both professional and emotional, does the regular class teacher have for the return of handicapped pupils to her "sancto-sanctorum"?

How do current teacher negotiations affect "conditions of employment" such as school exclusion, class size, and types of pupils enrolled?

How do state school agencies modify their financial aids pattern to support a variety of special education organizational designs?

How can state certification divisions open the door to different college training programs in special education?

How do we determine the range of special education involvement in the general school scene?

How can we "prove" to the public and the political power structure that any form of special education is cost effective?

Is it really possible to develop a synchronized full-spectrum of special educational services that are child rather than organization centered?

Readiness of Classroom Teachers

Let me try to answer a few of these questions now. First, let's examine the matter of the readiness of general classroom teachers to accept a primary educational responsibility for blind, deaf, and retarded children in their classrooms. A huge majority of generic classroom teachers have had little or no academic or practical experience in the education of handicapped. In Wisconsin, for example, not one of the thirty-three college training programs for future elementary or secondary school teachers requires even a single survey course pertaining to the needs and education of handicapped children. Few regular elementary teachers have ever had classroom contact with blind, deaf, or moderately retarded children, since traditional special education in its "pleasant aggressiveness" took these youngsters and "saved" the typical fourth or fifth grade teacher this complicated involvement. Most of these regular classroom teachers have not been exposed to more than an occasional general lecture concerning handicapped children in their many years of attending school-sponsored in-service workshops and seminars.

Today, this same general classroom teacher is part of a "new force" in the education industry called the teachers' collective bargaining unit. In 1959, the Wisconsin legislature authorized, by statute, collective bargaining for teachers. Since that time, Seitz (1971) points out, "almost three dozen more states have passed similar legislation either permitting or requiring teacher bargaining." He goes on to say,

> The Wisconsin statute (section 111.70) which spells out procedures in detail, calls for the municipal employer (including school boards) to meet in "conferences and negotiations" on wages, hours, and conditions of employment. California has a "meet and confer" statute which, instead of using the broad phrase "conditions of employment," goes into some detail as to subjects which fall within the bounds of discussion. Michigan requires bargaining in "good faith" on wages, hours, and conditions of employment.

Seitz later points out:

> Teachers feel they should be able to bargain on such matters as recruitment of new faculty, evaluation of faculty, decisions on tenure appointments, retention and promotion of faculty, determination of faculty teaching assignments, selection of administrative personnel, curriculum design, textbook selection, determination of academic standards, and determination of admission and retention standards.

These are the things of concern to the teachers, things that have major implications for the area of special education. Teachers, with no training or experience in the various areas of the handicapped, are bargaining on the matters of who to admit to the classroom, the academic standards of the classroom, and the composition of the classroom. The child who is now labeled "disturbing," previously known as the disruptive student, may be excluded from the regular classroom, as guaranteed in the teacher's contract. As the major thrust in special education is to normalize the education of the handicapped and return more of the main flow of children, there is an organized force reacting in the opposite direction saying, "Oh, no you don't." This is the reality that we will have to face. Unless the teacher feels he can and should serve the handicapped child in his classroom, he will be able to use his personal and collective bargaining power to prevent the inclusion of the different child in the "normal" classroom.

Principles and Special Education

A similar problem of non-involvement exists with elementary or secondary school principals. A 1970 study by Lyndal Bullock showed that none of the 50 states, the District of Columbia, or Puerto Rico require a single course in special education within the certification requirements for school principals. Bullock's study also shows that of 92 elementary principals in the study, 65 percent elected *no* course work in special education, 33 percent had a single special education course, while 12 percent had taken two or more courses in the field. Put in cumulative terms, the 92 elementary principals had earned a sum total of 114 semester hours of special education programs in 92 different school buildings in a large residential city. We often say the climate of the school is determined by the principal. Certainly the educational leadership and spokesmanship is initiated here; the acceptance of handicapped children stems from the principal's attitude toward these boys and girls. And here we find at least no academic background in the area of special education. How can school systems expect to serve children with special needs if the most immediate educational leader is uninformed about the needs and possibilities of these youngsters?

Funding and Certification

Let's look at the questions relating to State Department of Education flexibility in funding and certification. With the advent of greater state appropriations for special education, the special federal funds found in E.S.E.A. Titles I, III, and VI, and the guaranteed percentage funding for handicapped children programs in EPDA and Vocational Education, we have the "dollar power" and administrative latitude needed to look at totally new or remodeled programs which create and dispense special education services to handicapped children. These categorical aid programs encourage innovation, creativity, and restructuring while usually offering 100 percent state or federal funding. It is very difficult to replace old programs and even more difficult to create new programs on the local level when only local funding is available; state and federal aid has provided the leverage t[illegible]what needs to be done.

My recent experiences with state certification agencies lead me to believe that new, relatively unorthodox, well-thought-out teacher preparation programs for more generically trained special educators can be approved for certification purposes. In many states, graduates are being certified in more than one area, on a commonality base. Much more needs to be done. In Wisconsin, for example, our Department of Public Instruction now approves university teacher-training programs that train special teachers who are broadly certified to teach three areas concomitantly, to teach disturbed, retarded, or learning disorder children concurrently.

To provide these changes in certification is not easy. There is a great deal of resistance to change and red tape to cut through before any alteration can occur. But I think there is an attitudinal change that says the administrative realm must change in order to accommodate what the college people are developing in the way of new delivery systems. These changes must occur concurrently—on the college developmental level, the state administrative level, and the local teacher—school board level. There must be a rhythm to produce harmony rather than discordant chords resulting in antagonisms.

New Directions for Special Education

As a state director of special education, I am most impressed by new administrative plans for special education that stress globality, diversity, cohesiveness, and have "interchangeable" parts. The grossly handicapped child and his "soft-sign" handicapped brother in the same school system must be served within a comprehensive special education program containing a variety of delivery system styles. First-rate special education programs will seek not to simplify administration but will feature the child and build the service program around his needs. Emphasis must always be placed on the maintenance of educational "normality" with as little removal from the general flow or mainstream as possible.

Today's confused special education scene needs collective effort that will amalgamate and integrate the many elements that comprise a special education program into a "homogenized" or "broad spectrum" system. Deno's "Cascade System of Special Education Services" (1969) and the Maryland State Department of Education's "A Design for a Continuum of Special Education Services" (1969) are excellent examples of well-designed, cohesive, multifaceted, wide-range programs for handicapped children within a given school district or state.

The Madison Public School Plan for Exceptional Children in the California Santa Monica Schools developed by Hewett, Lord, Quay, and others is a splendid example of what a single school within a medium-sized school system can do for its children with significant educational problems. This plan features a concept of *"readiness for regular classroom functioning"* while seeking a dimension of commonality along which children with diverse problems may be placed. In this regular school building model, educable retarded children, emotionally disturbed children, children with learning disabilities, hard of hearing children, and blind children are provided a combined resource room and regular classroom programs on a non-categorical basis.

For special education to survive, it must become more viable and willing to adapt to the realities of the time. It must be willing to negotiate its possible contributions with others in the huge educaional enterprise. Accountability is going to be applied to special education as it is being used in the total field of education. And with the percentage of the budget allocated to special education, we will be held very accountable. We must know what we've done and know what we are going to do, or we won't have an entity called special education. The colleges, the universities, the state departments of education, the local school systems and the intermediate districts, together with parents and other consumer related groups must work to eliminate confusion and achieve mutual understanding. The days of the single answer or panacea are gone! Today's words are co-operation and collaboration.

David Hume said long ago, "Among well-bred people, contempt is controlled, authority concealed, and attention is given to each in his turn; and an easy stream of conversation is maintained, without vehemence, without interruption, without eagerness for victory, and without any airs of superiority.

Today, educators in local, state, and college systems cannot afford the luxury of separateness. We must show how college teachers of teachers, classroom teachers of normal and exceptional children, school administrators, and the other parties involved in the education of children can forget our own comforts and biases and cooperate for the benefit of the children we purport to serve.

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THE CATEGORICAL/NON-CATEGORICAL ISSUE: IMPLICATIONS FOR TEACHER TRAINERS

Oliver L. Hurley*

When one thinks of the preparation of Special Education teachers, there are four questions to which he must attend. The four questions are:

1. What are the areas of knowledge with which the teacher must be equipped?
2. What kind of experiences does the prospective teacher require?
3. In each of the areas of knowledge and experience what would be ideal?
4. In each of these areas what is practicable and possible?

I

The question of feasibility or possibility is important but I think reality should enter the picture only after decisions have been made concerning an ideal program. Compromises usually have to be made, but the word is compromise, not abdication. Abdication results when we begin by asking about existing rules, regulations, and customs without being concerned with giving students a good education which encompasses what we consider to be necessary for a person to later function competently as a teacher. If we consider the nature of the teacher-pupil transaction, we see that there are two kinds of knowledge a good teacher must have—"supportive" knowledge and "content" knowledge. "Content" knowledge is that which the teacher actively works on, the substance of the teacher-pupil transaction. "Supportive" knowledge is that which determines in what manner he works on that substance.

What is this "supportive" knowledge? First of all, he should have a good working knowledge of child development. He should know intimately the normal course of development as described in numerous texts and studies. He should have a good working knowledge of normal child development because the teacher needs a standard against which to compare the behaviors of his exceptional children. Without a standard there would be a tendency to attribute to the exceptionality many behaviors which are found in the cross-section of normal children. In addition to a firm understanding of normal child development the teacher needs to know in what ways the exceptional child differs from the normal. He needs to fully understand the nature and quality of these differences. At the same time, he should know well the areas of similarity. Thus, as much emphasis should be given to range and distribution as is now given to averages. He should fully understand that we do not know the range of normal variation of many traits. The teacher should be fully cognizant of the fact that although the vast bulk of children develop certain skills in a certain sequence these sequences are not necessarily unchangeable. That is, because the vast majority of children usually develop skill A before they develop skill B, does not always mean a teacher cannot teach skill B before the child has developed skill A. This implies that our research has not yet defined hierarchies of skill development in which each stage is sufficient and necessary for the attainment of the next stage.

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A second area of supportive knowledge that the teacher should have involves learning. A teacher should know how children learn; the rules and principles of learning. He should have a good working knowledge of how materials should be presented in order to facilitate learning on the part of the children. He should be conversant with learning research and its practical implications for programming, sequencing and presentation of materials. He should be aware of the many factors which can impair learning on the part of the children—factors which reside not only in the children but also in the materials or their manner of presentation or in the teacher himself. He should be aware of the rules of reinforcement, transfer, discrimination, memory and so on, if he is sincere in wanting to make a "fit" between child and materials. Such knowledge will help the teacher determine why he does certain things at certain times.

Thirdly, the urban teacher should be provided with an understanding of cultural and ethnic differences-made to confront his or her stereotypes. The sociological variables and their possible impact on learning, on linguistics, and on life styles need to be appreciated, if not fully understood, by our prospective teachers of the retarded.

Next, in order for learning to take place in any classroom, the children must pay attention. This means that the teacher needs techniques of behavior management. Since he is working with a class, he needs to know something about group dynamics and the manipulation of groups. He needs to be equipped with a repertoire of techniques with which he can manage surface behavior and be consistent while doing it.

The areas of knowledge discussed up to this point are some of those which impinge upon the teacher-pupil transaction but do not make up the substance of it. No attempt has been made to delineate the specific sub-competencies. They are areas of knowledge which, if intelligently utilized, enhance the teacher-pupil interaction. This should result in more effective learning on the part of the child because on the part of the teacher there would be more effective presentation. If the teacher is not well-grounded in these areas then what information will he use to plan his course of study or to evaluate what he is doing or materials he is using. We must provide them with a frame of reference which resides in a theoretical and philosophical attitude and view of kids and teaching.

Now, what about the substance of the teacher-pupil transaction? A teacher needs to have a very firm foundation and understanding of the structure of the content which he plans to lay before his students. For example, he should know that reading involves more than just getting meaning from the printed page. It also involves factors of memory, auditory and visual sequencing, immediate recognition of letters and so on. He should be fully equipped, in other words, with a knowledge not only of how you teach reading developmentally to children but perhaps more importantly what you do with a child when he fails to learn to read. The same holds true for the other content areas. The teacher should be equipped not only with knowledge of the usual sequence of material presentation, but also with a knowledge of what to do with a child who breaks down at some point in this sequence. (This implies educational diagnosis, remediation—the learning disabilities approach.)

Implied here, of course, is that the teacher know how to teach the various subjects. Beyond subject specific methodology, however, the prospective teacher needs to develop a style which is not subject specific. The style I have reference to is that of inductive teaching. He must not only know how to force the child to make connections between disparate bits of information (i.e., to think), he must also know when inductive teaching is contraindicated in favor of rote or deductive teaching. Minskoff (1967) found that in 20 classes, only 12.5% of the teachers' questions required productive thinking by the children as contrasted with 87.5% requiring cognitive-memory or rote responses. This is a sad state of affairs. We certainly need to teach our teachers how to question so that the children learn how to think.

A teacher needs to know the role of language in cognition, the role of language in learning. Language can play both a facilitative and an inhibiting role in learning. If some children speak, as Bernstein (1961) says, another language, a restricted language, then the teacher may be confronted with a situation of impaired teacher-pupil communication. (Hurley, 1967; Minuchin et al., 1968) If the research of Hess and Shipman (1965), Deutsch (1966), Bereiter and Englemann (1966), and others, have any validity in their findings that language is a very important variable in a disadvantaged child's learning, then it seems to me it is at least important for the special teacher to be acquainted with this research and equipped with methods and techniques for overcoming linguistic deficiencies, or coping with language differences.

Now whether the field stays categorical or goes non-categorical, the prospective teacher will still have to have these knowledges and skills. But if the elimination of categories occurs, then we will have to change the way we accomplish the development of these knowledges and skills in prospective teachers as is evident from the many speeches you've already heard. Any teacher I prepare should be a remedial and learning disabilities specialist as well as a behavior management specialist no matter what the handicapping conditions may be. Even though we recognize the heterogeneity of children classified under our current labels, the degree of heterogeneity will increase when those labels are removed. Therefore, it will be even more incumbent on us to train persons capable of solving problems, educational problems.

II

I see the effect of going non-categorical as speeding up some of the directions that teacher-training has taken in recent years, such as micro-teaching, the use of videotape loops, prescriptive teaching, etc. But the major impact will be on program organization. I see it as both intensifying and broadening the practicum experiences required to produce a competent person. I see it leading to the dissolution of the course structure as we now know it.

Before we go further, we should recognize that there are two levels to this issue. On one level we could talk about the elimination of categories within education generally so that special education would concern itself only with the severely and profoundly handicapped youngster. (Lilly, 1970; Deno, 1971) On the second level, special education remains relatively intact in terms of its present target populations, but within special education categories are eliminated. It is likely that both of these will occur simultaneously.

Level I is the more extreme of the two for it means the dissolution of the structure called special education as we currently know it. Special education would still exist but only for the most severely handicapped children.

We need to realize that there is little way to uncategorize the deaf or the blind. Teaching braille to the blind or speech-reading or language to the deaf is sufficiently different that these categories will always be with us. However, declassification may force us to find more efficient ways to teach them early so that they can later move into the educational mainstream. Likewise, a visit to any institution for the mentally rearded will convince you of the existence of profoundly impaired children; i.e., children who would stand out in any crowd, children who are 24 hour retardates. I am not too sure what the elimination of the label would do for these children. Eliminating the inhibiting aspects of the medical model would help more. Therefore, the remarks I will make have reference primarily to children now called educable, maladjusted, socially disadvantaged, learning disabilities, brain damaged, physically handicapped, and, to a lesser extent, the hard of hearing and the partially seeing. I will discuss the impact on various areas. These are not discussed in any logical or temporal order or in order of importance. Now, what would it mean to teacher preparation programs if these latter named children were suddenly declassified?

Impact Number 1: Role Redefinition

The first impact will be one of fear, mild panic and crash programs. Once the panic subsided, we would be tested to the utmost. There will be panic since special education developed because regularly trained teachers were unable to manage these youngsters. Therefore, many of us will have to become intensely involved in inservice programs. We will have to re-tool most of our teachers, regular and special. This, in addition to developing a different model for pre-service training. These two will have to go arm-in-arm for the inservice component will validate the pre-service component and provide the vehicle for input into the system by the consumer. There will be panic because many of us will lose our comfortable jobs at worst. At best, we will have to redefine our roles. Our roles will have to change because we will indeed become part of the structure of regular education. Of course, we will still be needed, but we will have to convince our respective schools of that. The impact of this sort of declassification will reverberate throughout all of the halls of ivy and not just in the special education wing, for teacher training will have to respond with new models for training. In my view, this will be an absolute necessity since the traditional model has not taught teachers how to work with *any* child-only with children operating within a very narrow range of conforming behavior. If the traditional model had worked, we would not be now assembled discussing the category vs. non-category issue.

With the pressure on colleges to produce teachers capable of dealing with reality; that is, capable of working with children who show a wide range of behaviors, we will find that many incompetent teacher trainers will leave or be asked to leave. We will screen ourselves out because the job will become a much tougher one. We should not be able to "hack" it. Dare we speak of the concept of accountability as it applies to the teacher trainer? (I speak here in the collective sense, meaning the entire program at college, as well as of the individual instructor teaching a specific course.) I think that when school systems can no longer "cool the mark out" as Johnson (1969) puts it, through special education categories, they will begin to tell us loud and clear what they think of our products. Indeed, they have already begun to do so; how else can we interpret the mounting number of requests to enter into partnership with the colleges and universities in the preservice training of teachers?

Perhaps, however, there is a way to avoid the necessity for a sudden delabeling, legally mandated; that is, by using our knowledge to make general education more effective and efficient so that the category vs. non-category issue is defused. Deno's (1970) eloquent article in *Exceptional Children* makes this plea. In a recent discussion with a colleague working in a Follow-through program using a great deal of programmed instructional materials, individual prescriptions and operant techniques, I heard a startling statement. He said that of all the children in the 14 classes he is working with, approximately 300-350 children, they had been able to reach AND TEACH only 3, a percentage of one per cent. This is 1% in an area where the usual figure ran closer to somewhere between 5% and 10% on a conservative estimate. Not only that, but on preliminary evaluative measures, the group is achieving at a higher rate than the children in some of the nearby highly touted suburban school districts. If these figures hold up in later evaluation, the issue on which we are meeting will become moot. Need I say more? Ghetto schools are not known for their children testing on-grade.

This amounts to a redefining of our roles from one of treatment to one of prevention. As Deno (1970) says:

> The special education system is in a unique position to serve as developmental capital in an overall effort to upgrade the effectiveness of the total public education effort. (p. 231)

She proposed, as I am—and I do not see any other alternative—that "special education conceive of itself primarily as an instrument for facilitation of educational change and development of better means of meeting the learning needs of children . . ."; (p. 229) that we organize ourselves to provide a continuum of services in such a way that children are isolated from their peers only to the extent necessary—not beyond. Hewitt's work in Santa Monica surely demonstrated the viability of this notion.

Since we recognize that we deal with the failures of the educational system, we cannot decategorize unless we get involved in the whole system and not just special education. It means widening our horizons and the demise of our insularity. I can't stress this too much. For example, the September 1970 issue of the *Phi Delta Kappan* was devoted to eight of the major issues in general education.

> State and professional licensure of educational personnel; reconstruction of teacher education and professional growth programs; accreditation of schools; the meaning and application of performance criteria in teacher education, certification, and professional growth; the meaning and application differentiated staff in teaching; the profession's quest for responsibility and accountability; and the developing program of self-determinism in Canada (Stinnett, p. 3).

I have failed to find any substantive discussion analogous to the PDK discussion of these issues in the Special Education literature; yet it is a truism that the resolution, in whole or in part, of the issues in general education will have an influence on special education. Nevertheless, we persist in inadequately discussing them. In fact, I would venture to say, hoping I'm wrong but fearing I'm right, that most are not even acquainted with the dimensions of the arguments in the current controversies. This is insularity!

The point is that we must begin to involve ourselves in the world of education generally and contribute to the education of all children. We can't complain about the output if we don't attempt to provide some input.

Impact Number 2: New Models

If we do redefine ourselves, we will recognize an even more pressing need for the development of new teacher-training models. This search has already begun in elementary education (ERIC Clearinghouse on Teacher Education, AACTE, 1969) and in Special Education (BEH is currently supporting 30 special projects). Lilly (1970) mentions others. However, decategorization would necessitate the coming-together of these efforts, for, unfortunately, elementary education tends to neglect special education in its conceptualizations. Certainly, a plan such as Hewitt's (1971) Madison Plan will require a new or different training model.

No matter what model is arrived at, I think it will incorporate a great deal more experiences in the classroom and in the community. The schools have already begun to tell us that our graduates are not good enough. Of course, parents have been telling us that for some time: newly minted teachers are not renowned for their expertise in pedagogy. One direction we have discussed in the East is the reciprocal adoption of public school and college or university. The schools are asking us to move our training program into the schools. If we're willing, we will be assigned one or two schools where we will do all of our training of both regular and special teachers. Now, the implications are staggering. In effect, we will become the supervisors of instruction for that school. If our students are there daily and our courses are taught there, we must be there daily. We thus assume responsibility for upgrading the existing staff as well as for training our students. Universities will have to reward this labor as well as they reward publication if it is going to work for there will be little time left for research and writing, although I recognize the need for evaluation and planning so data can be collected. Of course, with a permanent staff of students, we can arrange workshops, seminars, demonstrations, etc. for the teachers, since the students can fill in. And these will be necessary, for the teachers will have to be brought up to date, retrained and introduced to new ideas. Not only that, we will have to often prove that what we suggest will work. This means demonstrating and taking over classes; becoming a clinical professor, as Conant termed it. Most of us do a little of this but not to the extent that would be demanded in such an arrangement. It implies all of the interpersonal relations problems and a closer alliance with those in regular education. Some systems in my part of the country are already asking for this: are *we* ready for it? I hope they are asking for it from a sincere desire to improve teacher competence and not from a wish to decrease costs of substitutes and supervisors. No matter which, I view this as an awesome responsibility.

This is only one model. Recent authors (Deno, 1970; Lilly, 1970; Nelson & Schmidt 1971) suggest other possible models or directions for special education. There are many others.

Impact Number 3: New Skills

As previously mentioned, most programs produce teachers equipped to deal with children who fall within a very narrow range of behavior. When the children differ culturally, physically, or in cognitive style, most of our teachers are unable to cope. They have been taught, consciously or unconsciously, that when they fail, special education is there to make things right. In fact, we might say that where there is failure, it is usually the child's fault—so we are taught—not ours. Our teachers, by and large, have not been supplied the skills which would prevent failure. These special education would now have to supply, for I believe that if we equip our trainees with the requisite skills, many of the negative attitudes toward "non-spontaneous learners" (Deno, 1970) will take care of themselves. What are some of these skills? I mentioned some of them earlier.

First, there are the necessary skills in behavioral management and classroom management. We seem to be much more successful in training new teachers in this respect than we are in retraining old ones. Old attitudes, not so useful philosophies, and inhibiting stereotypes get in the way. We will have to devise effective and efficient ways of retraining. Perhaps, the school-university partnership may provide the lever and fate control necessary for effecting behavioral change in teachers.

Second, we will have to provide our students with alternatives. I am yearly amazed by teachers I meet who seem to think that there is only one way to teach reading or one way to teach math. We will be required, even more than now, to provide our trainees with alternatives so that individual differences can indeed be met.

Closely allied to this is the development of the skill of educational diagnosis. That is, each teacher will need more than ever the ability to plan and carry out a systematic formal and informal educational diagnosis of abilities and disabilities and to plan for children according to their individual profiles. In my estimation this will mean reversing our present order of things. At present, most training programs focus on the "how" of teaching, some fewer also emphasize the "what", but very few emphasize the "why". The "why", that is the theory, is more often the province of doctoral programs. But how can one become a good diagnostician without a firm grasp of what it is one is looking for and why; i.e., of theory. With this firm theoretical base as a guide and a thorough understanding of the development of children, materials become a tool and not a course of study.

None of these skills can be developed without adequate practice. These are the skills that special educators are supposed to have. These are the skills to be shared with non-special education teachers.

Impact No. 4: Practica

If the school-university partnership idea takes hold, then much will be accomplished; I see various real or simulated experiences as the hub from which curriculum, methodology, techniques, materials, behavior management, characteristics, educational diagnosis can all flow. But more is needed, namely, observational videotapes which have heuristic value. Each of us should develop a set of these videotape loops which portray the uniqueness of children, the range of behavior, good teacher-pupil transactions, poor teacher-pupil transactions, behavior management techniques, etc. I say each of us should develop our own loops because the classes should be available for visitation, for work. Thus we could further ensure a variety of experiences for our trainees, and fully implement the idea of performance criteria.

In addition to viewing tapes and working in the "lab" school, the prospective teacher can be involved in micro-teaching situations. The student is assigned a topic or lesson to teach to a group of 4 or 5 children brought to the college for this purpose. The lesson is taped. Then supervisor and student and classmates can view it together, critique it, suggest improvements. Then the student can try it again. What better way to teach a student how to teach inductively? What better way to reinforce ideas of hierarchical sequencing of content? What better way to discover differences and similarities than by using the same lesson across various groups of children of varying degrees of handicaps, or by attempting the same procedures with larger or smaller groups. (Peterson, Cox and Bijou, 1971)

While we are doing all of these things within general education, we will still have to train our specialists for the severely handicapped. I do not think, however, that we will continue to need all the special courses we now have. I think that from a differential practica, and the questions and discussions which will arise in seminar, we will be able to produce teachers able to work with the severely atypical child.

If this is to work, the teacher-trainer will have to be with the student almost continually, otherwise the heuristic value of the experiences will be lost. This is why I like the public school lab school idea, for it will provide greater degrees of freedom. One day a week or every 2 weeks won't do it if we are to serve as "developmental capital". (Deno, 1970)

III.

These, then, are some of the implications for me of the categorical issue.

a. intense involvement in inservice and preservice training of all teachers.

b. intensification and broadening of practica, real and simulated.

c. a dissolution of the course structure as we know it.

One comment! I don't think that the issue is categorization. I think the issue is one of the form of the delivery of services. If, however, we concern ourselves with the training of teachers and transmit to them the expertise found in Special Education and help in improving the efficiency of general education, this question will become moot. If we do not de-insularize ourselves, I predict the re-institution of special classes very quickly and a more severe hardening of the categories. In this respect, if special classes for the mildly handicapped are dissolved, we had better be ready to forego for a time our research pleasures and provide the help both the children and the receiving teachers will need, albeit it is research needed. We will have to supply the crisis help. Otherwise we will have chaos and more failure.

Another comment! We are dealing with attitudes. The attitude that a child has integrity and I will teach him no matter what symptoms he shows, a willingness to ignore whatever labels have been attached, a need *not* to know his label, but a need to know his assets and weaknesses and take it from there, an experimental attitude, an attitude of accountability to self for a child's failure to learn.

This is not hard to mold in new trainees. It is indeed very difficult to develop in older teachers who don't have it. They tend to be from Missouri—we will have to show them.

What all this means to me as a trainer is a great deal more work. Setting up a program from a problem-solving point of view requires the agonizing process of developing competency based modules, much more careful selection of classes for taping, a very careful and continuing development of tapes which will serve as the catalyst for the discussion of topics we now discuss in the abstract, obviously, a screening of these topics for we can cover a great deal more in lecture than we would in this set-up, the logistical problems of getting children for the micro-teaching activities and the programming of students thru them, the training of critic teachers and their selection, and so on. Nevertheless, if we wish to turn out teachers competent to teach a broad spectrum of children, we will have to arm them with an arsenal of knowledge, techniques, and experiences—an arsenal of alternatives.

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PUBLIC POLICY AND THE EDUCATION OF CHILDREN WITH SPECIAL NEEDS*

Burton Blatt**

An Overview

Although most citizens—and, almost by definition, all thinking citizens—are committed to the principle of education for all, the corollary is not that all children are educated, but, rather that there is marked discrepancy between principle and practice. As each special interest group zealously advocates for particular "types" of children, while each proclaims its mission on behalf of all children, more and more these advocates unwittingly conspire to weaken the concept of guaranteed equal and free education. With the development of refinement of terminologies and new terminologies, and as state statutes and regulations reflect differential support programs for different disability groups, the principle of education for all continues to remain more a commitment in the breach than an accomplishment. In many states, individuals, citizen groups, and their agencies, have pledged—beyond the merely verbal—allegiance to the goal of equal and free education, have allocated hard resources, have recodified restrictive statutes and, specifically, have accomplished significant legislative and programmatic reforms on behalf of children with special needs.[1] However, in spite of the best intentions of federal, state and local officials, as well as grass-roots citizen groups—and with due regard for the not inconsiderable gains that have been accomplished in the past—there remain too many children who are excluded or exempted or suspended from public schools; there remain too many children who are institutionalized but do not require institutionalization; there remain

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*Earlier drafts of this paper developed from the author's recent experiences as project director of the Massachusetts Study of Educational Opportunities for Handicapped and Disadvantaged Children (Blatt, 1971) and, secondly, as a direct consequence of his current assignment to prepare a policy statement on behalf of the New York State Education Department's Division for Handicapped Children for submission to the Board of Regents. The paper was presented formally to the Conference on the Categorical/Non-Categorical Issue in Special Education, University of Missouri, Columbia, March 23, 1971.

**Burton Blatt is Centennial Professor; Director, Division of Special Education & Rehabilitation too many children who are denied both the school and clinic, who are effectively "clinically homeless."

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[1] Whenever used in this position paper, "child" refers to any person under 21 years of age; "child with special needs" refers to any child who, because of temporary or long-term adjustment difficulties arising from intellectual, emotional, physical, perceptual, linguistic, or cultural factors, or any combination thereof, requires special services or support in order to achieve his fullest possible development. The term "child with special needs" is in consonance with our belief that labels emphasizing pathology and deviancy should be discarded. By virtue of their characteristics and current functioning, these children are eligible for inclusion in the categories of handicapped children as they have been defined in such relevant federal legislation as Public Law 85-926, and its amendments.

In the two states where I have spent most of my life and with whose laws I am most familiar, New York and Massachusetts, statutes relative to services for children with special needs, until recent years, have been enacted on an *ad hoc* basis in response to identifying each "new" disability and focusing sustained social pressure for legislation to permit or mandate services to ameliorate the effects of that disability. Historically, the most obvious disabilities received the earliest statutory recognition, e.g. deafness and blindness. Later sophistication in psychometric measurement and medical diagnosis brought about the recognition of mental disabilities, such as retardation and disturbance, and of less obvious physical disabilities, such as impaired hearing and sight and, most recently so-called learning disorders.

Therefore, through the years, statutes for disability categories were enacted separately and each disability was evaluated as to its nature and severity, the number of children it affected, the kinds of services necessary to deal with it, the cost of such services, and the ability of state and local government to bear that cost. These judgments were made at different times and mirrored the professional expertise and the affluence of that period. In large measure, each judgment reflected the almost precise current social concern for that disability category. The result of this process was an array of disability categories, each with its unique structure of pupil eligibility and support and each, effectively, excluding from participation all children who do not meet program entrance criteria, thus guaranteeing that some children will not meet criteria for admission to *any* program.

Recognizing its statutory inflexibility, New York State in 1967 amended its Education Law (Article 89, Section 4401) and redefined a handicapped child as "one who, because of mental, physical, or emotional reasons cannot be educated in regular classes but can benefit by special services . . . ," leaving further categorization of children to the State Department of Education and its regulations. However, in spite of this long overdue progressive move, children continue to be labeled and stigmatized—some to be placed in segregated programs, some to be excluded or exempted from public schools.

As Simches (1970) remarked, one of the most controversial debates in special education has been the aforementioned concerning labelling children and, further, linking school aid to specific target populations. In order to support a global process of delabelling, New York State designed an educational aid formula that is based on general, not categorical, program support. Unfortunately, it is the overwhelming opinion of those most directly concerned, that is, parents, special educators and school administrators, that a general aid formula does not reduce the incidence or severity of stigma and prejudice but does reduce direct and tangible support of programs for children with special needs. Therefore, we may require a categorical aid formula (i.e. for children with special needs) administered in a non-categorical general manner.

A third problem concerns itself with the structure and content of support for handicapped children for whom no programs are available in the public schools. In New York State, legislation to enable these children to be educated was enacted, the so-called "Greenberg Law" (Section 4407, Article 89, Chapter 786). Since its passage in 1957, funds for the support of this program have been increased from $12,000 to approximately $12,000,000 in 1970. Amendments to this law, and several modifications in its regulations, have increased both the types of handicaps served and the number of private schools serving these children, both in New York State and elsewhere. However, as Simches concluded (1970), there have been both positive and negative consequences resulting from this legislation. On the one hand, while there are now many more children than heretofore in some type of school, too many may be excluded needlessly from the community public school. Further, as liberalization of the law's original regulations broadened eligibility to, first, include mentally handicapped children and, eventually, emotionally as well as the physically handicapped, new unanticipated problems confronted the State Department of Education. During the early years of this program, most children receiving aid were placed in the better known and established private residential or day schools in and outside New York State. However, rapid increases in eligible students, and the subsequent growth in the number of private facilities in which eligible children were placed, have created provocative consequences that have yet to be resolved. Not the least of these is the possibility that this law encourages local school districts to declare as "severely handicapped" children who would otherwise not be so labelled and who, under other conditions, might be more desirably placed in the "normalizing" environment of the community public school.

Several other problems deserve discussion, first because they are serious and pervasive and, secondly, because we hardly understand their ramifications, much less how to deal with them. These problems relate to standards for the delivery of services and program accountability, consumer participation in policy-making, and the development of more viable and meaningful relationships among all agencies and advocates responsible for children with special needs.

Problems

In the introduction to this paper, several problems were identified. It may be helpful at this time to further elaborate upon that discussion, focusing on one specific issue whose influence cuts across and embraces all others—the purchase and delivery of services. During this decade of the seventies, we have embarked upon a new social-educational experiment, sometimes labelled the "tuition voucher system," and based on various principles allied to a concept of "free choice." For some, these vigorous attempts to secure a legislative mandate for private school aid are connected with parochial education and, specifically, the severe financial crisis now facing the Catholic Church (Arons, 1971). For others, there is the hope that freedom to choose will create "free schools" or will force greater program accountability and, consequently, will enhance educational standards and products. For still others, the vision persists that some type of tuition voucher system will more effectively guarantee education for all children. Aid programs for private schools vary at least as much as the groups that support this departure from traditional American school financing. In Pennsylvania and Rhode Island, legislation permits these states to purchase secular education for non-public pupils. However, while Rhode Island law permits the payment of 15 per cent of a teacher's salary, and Pennsylvania pays "reasonable costs" of certain teachers' salaries, Michigan pays "not more than 50 per cent" of the salaries of certified lay teachers. Further, as support programs vary from state to state, criteria for eligibility vary; one state requiring that teachers hold state certificates, another state not having this standard, and Ohio going so far as to prohibit in privately supported schools the use of services, materials and programs not available in public schools, in its attempt to insure that education in such private schools not exceed in either cost or quality the education offered in public schools.

The plan now receiving the greatest general attention probably resulted from a study commissioned by the Office of Economic Opportunity which permits parents of school-aged children in certain experimental areas to receive vouchers approximately equal to the average per-pupil expenditures for public education in those communities. Parents of disadvantaged children would receive vouchers of approximately twice the value of the base average per-pupil expenditure. Students could enroll in any approved school, either public or private. The state would not mandate new regulations for private schools, other than securing some minimum basic agreement on standards. As every child's educational program would be supported by vouchers, irrespective of the school he attends, it is hoped that this system would obviate a number of the problems encountered in other private school aid programs.

For a number of compelling reasons, aid to private school programs has enormous interest, if not always support, from among those concerned with the training and education of the handicapped. The so-called "Greenberg Law" of New York State has its counterparts in other states. In Massachusetts, for example, with recognition that it is sometimes more difficult and more costly for public schools to provide services to children with certain disabilities, legislation was passed (Chapter 750) providing up to $7500 for non-public services for each eligible child accepted into a program for the emotionally disturbed. A second example is one proposed by Dr. Robert Cooke, Professor of Pediatrics at Johns Hopkins University School of Medicine, who advocates federal legislation to permit parents of mentally retarded children to select, with tuition support, public or private residential programs for their children.

This "Principle of Free Choice" is very appealing to many people. It, in effect, encourages a family to seek for their child the best educational or residential program that money can buy, with some or all of that money allocated from public funds. In each state the program is somewhat unique, varying insofar as to the kinds of children eligible, the amount of support, criteria for participation as an approved agency, and the nature and scope of expected outcomes and benefits. However, among states some degree of uniformity or regularity exists: eligible families have a right to select, from an approved list, what they deem to be appropriate educational programs for their children; the local or state government contributes X dollars for the support of enrollees; and cooperating private agencies must meet certain standards to qualify for participation. Insofar as New York's Section 4407 and Massachusetts' Chapter 750 are concerned, support legislation is focused on children who, traditionally, fare poorly in public schools. What have been the results of these experimental attempts to maximize the probability that our most handicapped will receive fair and appropriate educational opportunities?

In Massachusetts, Chapter 750 has become a problem of major proportions. With legislation whose initial appropriation of $1,000,000 is today ten times that amount, there is little citizen satisfaction as waiting lists of eligible children continue to expand while local communities increasingly resist pressure to inaugurate community-based publicly supported curricula for the emotionally disturbed. And, all the while, as these children are sent to private schools under the provisions of Chapter 750, rather than to community public school programs, they appear to remain there years longer than originally thought necessary. In the meantime, boards of education and their constituencies continue to neglect the development of facilities and programs that might have permitted those children to be educated in a more "normal" community environment. In effect, what was originally intended to be positive and liberal legislation on behalf of handicapped children may have become the instrument that now prevents, or discourages, local communities from meeting their obvious and historic responsibilities.

In New York State, the "Greenberg Law" has, de facto, led some communities to discontinue their special programs for the handicapped by encouraging families to "purchase" private schooling for eligible children. However, as New York's legislation currently allows no more than $2,000 per year for each child in such a program—and as quality private schools for the handicapped cost considerably more—poor families have far greater difficulty participating in, and benefiting from, this program than do the more affluent; unfortunately, while the poor find greater and greater difficulty locating appropriate school facilities in the private sector, public educational alternatives may be decreasing. In effect, the New York State legislation, as in Massachusetts, encourages institutionalization, the removal of children from their homes, the abrogation of heretofore community-accepted responsibilities for the education of *all* children, and the further stigmatization of children and their families. The New York State legislation may also encourage certain previously zealous child advocacy agencies to neglect their traditional missions as reformers, innovators and forerunners of public policy. For example, local associations for retarded children are today placed in the somewhat awkward position of, on the one hand, conducting school programs under the auspices of the "Greenberg Law" and, on the other hand, advocating for the placement of retarded children in public schools. Truly, they are on the multi-faceted horns of a serious educational, moral—as well as economic and political—dilemma. As the local Association for Retarded Children receives $2,000 for each child admitted to its day care program, it must turn aside from its more compelling role as the "conscience" of the community and it must not seek too vigorously the placement of such children in the public school; for, in effect, their advocacy and subsequent success may create new and expanded programs for the mentally retarded in the public schools while, with each new success, the local association approaches the brink of economic ruination. For better or worse, the "Greenberg Law" provides the economic stability and major source of income for the associations for retarded children; to remove such support at this time may lead to disastrous consequences. Yet, in spite of such consequences, this problem must not be ignored any longer. To illustrate, in one upstate New York county, approximately 200 trainable mentally retarded children attend day school programs at the local Association For Retarded Children *while only one other class for trainable children exists in the public schools of that entire county.*

It is possible that the Right to Public Education is a higher principle and, consequently, of a higher priority than whatever principles served as underpinnings for the New York, Massachusetts, and other "Free Choice legislation. It is possible that, if we examined our state and federal constitutions, we would find there are clear mandates for local governments to provide suitable educational programs for all children within their geographic-political boundaries. Further, it is certain that serious discrepancies exist between the expectations held by the dispensers of "Free Choice" legislation and the actual experiences of particular children. It is possible that "Free Choice" legislation—wrongfully assuming that *all* people have the freedom to take advantage of such legislation and, in fact, can make "free choices"—is discriminatory legislation at best, and, at the extreme, illegal or abusive.

The central purpose of this position paper is to discuss matters pertaining to labelling and stigma, support of programs, standards and accountability, grassroots involvement, and the effective coordination of all community resources, in the context of current legislation as well as the ideational models that can be developed for legislative and regulatory reforms in our states.

Current Programs: Exemplary and Standard

By the turn of the first decade of this century, at least a few states had achieved justifiable recognition for their humanitarian concerns on behalf of the handicapped. In New York, for example, long before special education for the moderately mentally retarded (the so-called trainable) was permitted in many of our nation's schools, the school enrollment of these children was encouraged and supported by the Department of Education. While, in other sections of this country, mentally retarded children were forced to leave school at chronological age sixteen, secondary school classes were organized in many New York communities and large numbers of youngsters beyond the age of seventeen or eighteen were enrolled in various types of occupational education or other high school special programs for the handicapped. In spite of dire warnings and advice to the contrary, as numerous parent groups developed and gained strength after World War II, New York State's departments and local boards of education sought ways to develop meaningful bridges with these organizations. Lastly, as other states spoke about the need for regionalization or intermediate districting or bringing together of state and local educational agencies in more meaningful collaborations, New York State developed a network of Boards of Cooperative Educational Services (BOCES) for purposes of delivering specialized programs and personnel to communities neither large nor with sufficient populations to warrant such services organized on local unitary levels.

Truly, New York State has a justifiably proud history for its leadership in a development of exemplary programs for handicapped children. By the term "exemplary" we mean the deliberate successful integration of agencies, classes and activities into the total community and school setting. By "exemplary" we refer to the extent to which a state, community or school increases the possibilities that wholesome integration of children, classrooms, teachers, personnel, parents and community agencies will occur. To this degree, New York State has developed its share of exemplary programs, its share of programs that have gone beyond the conventional isolated special class model and has engaged in exciting and innovative practices on behalf of handicapped children. However, in spite of the best attempts of man and amended legislation, most handicapped children have not been "de-labelled" and humanizing programs are not as numerous as we would wish them to be. Special classes are still viewed by many as the "one track" of special education; to many, the term "special class" is synonymous to the term "special education." There are resource rooms and resource teachers for the disturbed. However, although the goal of a resource room is to return children to the mainstream of educational practice, too many schools and teachers use it as a "disciplinary room" or as a siphon for disruptive children. Although there are itinerant teachers and crisis teachers in many of our schools, too few administrators know how to best utilize the enormous power and flexibility these professionals offer school programs. Although there are more levels of special education opportunities than ever before—more nursery and pre-school classes, more primary classes, more secondary programs, more work-study programs—there are also more intact special schools and special centers; that is, we have done relatively little about reducing isolation and segregation of the handicapped. In fact, in some ironic and perverse way, some of the good of the BOCES network may have been mitigated by its influence in establishing segregated school systems.

There is no one standard program for the handicapped in New York or any other state. There are many standard programs and these depend upon geographic area, size of community, and type and degree of handicap. Standard programs for the mentally retarded and the emotionally disturbed in most sections of our country remain the special class, special center, or special school. The extent of segregation and isolation and, conversely, the extent of integration and normalization of children in these programs vary from community to community and state to state. However, in general, the more severe the handicap and the more obvious the stigma, the greater is the possibility that the child will be required to attend a separate school or center and, further, the greater is the possibility that such children will be "locked in" to a disability category and, thus, "locked in" to a stigmatized life style.

To be specific, in both program content and availability, there are major deficiencies in early education for all levels of handicapped youngsters, with probably the most severe needs for those children with serious emotional disturbance or mental retardation. Secondly, there are insufficient opportunities for deaf or blind children to be educated in community settings rather than in residential schools. Thirdly, there are almost no opportunities for children with serious multiple problems to receive educations commensurate with their needs while living at home. Therefore, although as in many other states, New York State Education Law is broad enough to correct most, if not all, program inadequacies, it may be facilitating to consider new specific and pointed legislative reforms that would encourage the development of early educational programs. These are now encouraged in such states as Connecticut, Maryland, and California and would permit all handicapped youth to continue attendance in public schools until the completion of their education, in Kansas where the handicapped may receive special education services until they reach 24, or in Iowa to age 35, or in Ohio and Oklahoma where no maximum age is stated for the provision of special education services (Abeson and Trudeau, 1970).

Benchmarks for Planning

Undoubtedly, legislative reform alone cannot guarantee an effective delivery of services to the handicapped. For example, the volume of special education legislation considered by state legislatures in 1966 increased 115% over the previous year (Weintraub, 1969). However, who among us is satisfied that the lot of the handicapped has improved commensurately with this legislative activity or, for that matter, with the proliferation of new buildings, new labels, new slogans, and new causes? On the other hand, it should be recognized that comprehensive legislative recodifications and regulatory revisions may eliminate inconsistent and discriminatory statutes and those obsolete social values which are imbedded in such statutes. Possibly, planning in a particular state or region on behalf of children with special needs can begin profitably with legislative analysis and examination of the regulations and practices of relevant departments charged with legislative implementation. Benchmarks for planning require:

1. an array of observational studies and other surveys designed to portray life in classrooms and other special settings for the handicapped, to identify and describe those children who are ***not known*** to be handicapped but who have demonstrable disabilities and special needs, and an analysis of these observations bringing into a more workable relationship and understanding our current capabilities for delivering such services.
2. a review of relevant studies, especially those focused in the state or region, in order to better understand and conceptualize historical antecedents that have led to programs for children with special needs.
3. an analysis of the existing legislation and regulations which govern state and local services for children with special needs.
4. an analysis of the statutes, regulations, administrative handbooks and long-range plans and programs of other states.

5. an analysis of recently passed, and currently pending, special education litigation throughout the United States and, especially, in the state under study in order to determine need for reform which reflects constitutional requirements and considerations.

Drawing from experiences in Massachusetts and New York, the following considerations for planning public policy in relation to the education of children with special needs have evolved:

Labeling

In spite of the vigorous efforts of state legislatures and executive departments, there is widespread usage of systems for labeling children that dehumanize and stigmatize both these children and their families. For example, although Section 4401 removed "specific" labels from the New York State Education Law, such labels as "educable", "trainable", "emotionally disturbed" and others continue to form the core language of special educators, psychologists, and other school officials associated with special education programs. This medical-pathological approach towards classifying children with special needs creates a number of serious problems, the emphasis of a child's deviancy being one of the most harmful. Secondly, the use of noxious categorical labels in the public schools—with categories too narrow and too inflexible— exclude many children who deserve admission to certain programs and, conversely, unnecessarily place other children whose needs are diagnosed in unidimensional terms and who should not be classified by a single label and forced into a single category. Such a system of inclusion-exclusion is clearly undesirable and should be remedied by a statutory framework which enables state and local communities to provide programs for *all children with special needs.* Although labels have been removed from New York State's statutes, and the single generic identifying term "handicapped" is all that remains from an unworkable traditional nomenclature, viable programs that reflect this philosophical position should be actively supported. That is, to the degree that programs include all children with special needs, and to the degree that these programs are integrated into the mainstream of education, a state should encourage their inception and support their development.

IT IS RECOMMENDED THAT, AS "LABELS" ARE REMOVED FROM THE STATUTES OF A STATE, APPROPRIATE STATE AGENCIES SHOULD DEVELOP A SYSTEM OF REGULATIONS THAT DEFINE THE SPECIAL NEEDS OF CHILDREN IN WAYS WHICH WOULD EMPHASIZE EACH CHILD'S DEVELOPMENTAL NEEDS RATHER THAN HIS "DEVIANCY." SECONDLY, THESE NEW REGULATIONS SHOULD ENCOURAGE AND REWARD LOCAL SCHOOL PROGRAMS THAT SEEK TO INTEGRATE AND NORMALIZE EDUCATION OPPORTUNITIES FOR ALL CHILDREN WITH SPECIAL NEEDS.

Services and Funding

If the real issues—if the mordant polemics and the compelling needs of a state or region—are confronted honestly, we must face questions relating to financing special programs and we must better understand the generic correlates of economics and education. As was discussed earlier, one issue concerns the possible oversupport of private schools to the detriment and expense of programs in public schools. On the other hand, state funding incentives that are tied to public school enrollment figures may unintentionally encourage local overprogramming, which would place, needlessly, some children in special classes or special schools. However, there are other issues and problems that have received scant attention, yet are critical insofar as their influence and the potential dangers they represent. For example, history has taught us that "project based" support rarely has the desired effect after the state or federal government withdraws its funds for the project for, we have learned, few communities continue projects after state or federal funds have been cut off. Conversely, we have also learned that "general aid formulas" do not benefit children with special needs. Specifically, the general aid formula in New York State discourages school systems from either inaugurating or expanding special education programs. Therefore, although New York State does not have the inconsistent pattern for funding special services that is so common in other states, (e.g. different funding formulas for different disability categories, as in Massachusetts), we do have problems with regard to encouraging special programs development, especially those programs that make it possible for children to live at home and attend local community schools. As a way to perceive this dilemma we have manufactured, we should be reminded that greater support is given for a child's education in New York if he attends a school away from home, in another community or in an institution, than if he attends a school in his neighborhood. Other problems in New York, and not uncommon elsewhere, relative to services and funding concern themselves with: little recognition given to the quality and scope of local resources and the fiscal capabilities of communities to mount special education programs; virtual absence of funding for pre- and post-school age children with special needs; and legislative, as well as regulatory, restraints imposed on the Department of Education prohibiting their leadership or influence with respect to educational programs conducted by other state agencies in state schools and institutions. This last remark deserves elaboration. Handicapped children in state schools or state hospitals are educated in institutional environments, under the jurisdiction and supervision of the departments of mental hygiene. It is difficult to arrange educational transfers for these children from institutions to local public schools, even when such transfers are to the best interests of the children and are fully endorsed by institutional superintendents and local school officials. A joint program of supervision with the Department of Education, as well as incentives to local school systems, would encourage the placement of institutionalized children in community schools and, quite possibly, eventually to community residential settings.

IT IS RECOMMENDED THAT STATUTES BE REVISED AND AUGMENTED TO DEVELOP A COMPREHENSIVE AND FLEXIBLE SYSTEM OF SERVICES AND PROGRAMS: WITH MANDATORY SERVICES FOR ALL CHILDREN WITH SPECIAL NEEDS, WITH INCENTIVES FOR CITIES AND TOWNS TO

PROVIDE NEIGHBORHOOD PROGRAMS, WITH ENCOURAGEMENT FOR INSTITUTIONS TO PLACE CHILDREN IN COMMUNITY PUBLIC OR PRIVATE SCHOOLS, WITH FUNDING REGULATIONS WHICH PERMIT LESS AFFLUENT COMMUNITIES TO DEVELOP QUALITY PROGRAMS, WITH INCENTIVES FOR JOINT PROGRAMS BETWEEN COMMUNITIES WHICH ARE LOCALLY FINANCED AND SUPERVISED, WITH INCENTIVES FOR A FULL RANGE OF PROGRAMS FOR CHILDREN WHO ARE NOT OF COMPULSORY SCHOOL AGE, AND WITH EFFECTIVE STATUTORY RECOGNITION TO CHILDREN WITH MULTIPLE DISABILITIES.

State Department Outreach, Parental Involvement and Due Process

State departments of education must develop sufficient "outreach" to administer programs for children with special needs at the local level, with sufficient strength to coordinate such services at the state level. It is apparent that a strong state agency wih regional and area "outreach" is the key to an effective delivery system. Removal of labels from the statutes, for example, would require an alternative system of defining the needs of children and this could only be accomplished by a well-staffed state office. In addition, the setting of standards for educational programs in schools, institutions and other settings in which children with special needs are placed, would be meaningless without a system of enforcement. Such enforcement would have to come from a state agency with well-developed regional and area "outreach." Further, the establishment of programs for *all* children with special needs cannot be mandated effectively unless census requirements are rigorously enforced. Again, this would require a state agency which is well-staffed at the regional and area levels.

In addition, it is apparent that any comprehensive system of services for children with special needs, which coordinates educational programs with those of other agencies relating to the mission of the State Department of Education, requires a state agency strong enough to bring about this necessary coordination and sharing of resources and programs. As a beginning step toward the eventual full coordination of all human services for children with special needs, consideration should be given to the establishment of strong State Department of Education regional offices.

There is a need for increased consumer-citizen involvement in the public school and in the other programs for children with special needs. Presently, there are few, if any, effective systematic schemes involving consumer advisory councils.[2] Such councils would have the opportunity to greatly increase attention given to children's programs. In addition, because of the added citizen involvement, programs would be necessarily more accountable to parents, thus diminishing the likelihood of their low quality. Furthermore, consumer-citizen councils would provide a forum of discussion among parents and others about common problems and frustrations. Such councils would also include teachers, administrators and other persons directly involved or interested in providing services to children with special needs.

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[2] Consumer-citizen involvement, used here as others use the term advocacy, refers to the variety of community spokesmen—both professionals and non-professionals alike—who work on behalf of constituent groups to require local, state or federal agencies to be more responsive and attentive to constituents' demands.

Lastly, and relating to the above recommendation on citizen involvement, procedures for placement of children in special programs, and review of such procedures, are often weak and lack the necessary resources and manpower to prevent misclassification and placement errors.

> IT IS RECOMMENDED THAT THE COMMISSIONER OF EDUCATION AND HIS STAFF REVIEW PROCEDURES AND ALTERNATE WAYS TO ESTABLISH REGIONAL AND AREA "OUTREACH" TO PROVIDE COMPREHENSIVE SERVICES TO CHILDREN WITH SPECIAL NEEDS IN ALL SETTINGS, INCLUDING PUBLIC SCHOOLS AND INSTITUTIONS.
>
> IT IS RECOMMENDED THAT, WITHIN A REASONABLE PERIOD OF TIME, EITHER THROUGH THE EFFORTS OF THE COMMISSIONER OF EDUCATION AND OTHER COMMISSIONERS OF CHILD-RELATED PROGRAMS, OR THROUGH ACTION OF THE STATE LEGISLATURE, A NEW AGENCY BE ESTABLISHED, SAID NEW AGENCY TO BE CHILD ORIENTED AND RESPONSIBLE FOR ANY PERSON UNDER 21 YEARS OF AGE WITH SPECIAL NEEDS. THIS CHILD DEVELOPMENT AGENCY COULD REPLACE THE CURRENT MAJOR DEPARTMENT SERVING HANDICAPPED CHILDREN, COULD BE UNDER THE JOINT ADMINISTRATION OF ONE OR MORE OTHER DEPARTMENTS OR COULD BE A SEPARATE DEPARTMENT WITH RESPONSIBILITY TO OR JOINTLY WITH OTHER DEPARTMENTS.
>
> IT IS RECOMMENDED THAT CITIZEN ADVISORY COUNCILS COMPOSED PRIMARILY, BUT NOT EXCLUSIVELY, OF PARENTS OF CHILDREN WITH SPECIAL NEEDS, BE ESTABLISHED IN EACH REGION OF THE STATE. SUCH COUNCILS SHOULD HAVE SUFFICIENT ACCESS TO INFORMATION AND SUFFICIENT TECHNICAL AND FINANCIAL ASSISTANCE TO MAKE THEM EFFECTIVE AND MEANINGFUL BODIES.
>
> IT IS RECOMMENDED THAT A COMPREHENSIVE DUE PROCESS PROCEDURE PURSUANT TO WHICH PARENTS ARE GIVEN PRIOR NOTICE OF PLACEMENTS AND A PREPLACEMENT OPPORTUNITY FOR A HEARING WITH THE SCHOOL COMMITTEE BE ESTABLISHED.

In Summary and Conclusion

It was the intent of this position paper to review programs on behalf of children with special needs, from historical perspectives, current involvements, and one particular orientation, for convenience called the "Child Development Model." With respect to programs based on the Child Development Model, it is recommended that each state consider planning toward the eventual organization of a child development agency, responsible for *all* children with special needs, irrespective of their characteristics, educational attainments, and prognoses. Further, it is recommended that, to the degree programs encourage and support the maintenance of children in community environments, such programs receive statewide priority and support. Lastly, for developing high standards of service delivery and accountability, for purposes of diffusing program support and understanding, and for purposes of better guaranteeing human rights and due process, citizen advisory and other advocacy groups should be organized throughout a state and given such support as would be needed to make these groups active and responsive grass-roots partners in policy and decision-making.

For too many years, while concerned special educators could do little more than beg ignorance, and while the callous were less than indifferent, neglected and miseducated children asked only for solutions. If we have learned anything from the so-called efficacy studies of special education, we have learned that some truths are so unpopular as to become no more meaningful than myths and more derogated than lies. Possibly, inasmuch as special education was conceived less in reality than in hope, we must continue to believe that there are men who have not been tarnished by the past, who are not cowed by the future, and who will seek to study our ignoble history while they lead us to new and better ways.

In Massachusetts, 1971 has been designated as the Year of the Child and, in New York, Governor Nelson Rockefeller recently convened a distinguished committee gathered to advise him on children's needs. However, the beginning —and the process and the ends—for children will not be sustained by states or committees. In the beginning, each man must ask: What have I done? To what am I committed? What shall I do? In the beginning, each of us must make promises to more than all children—to each child. And, our promises must be less on behalf of all men and more the declaration of one man, as each man will be drawn to proclaim "I promise, and I will do, or the world will not change."

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HIGHER EDUCATION AND SPECIAL EDUCATION

Alfred Schwartz*

When I was a young boy I grew up in a neighborhood located about three miles northwest of the Chicago Loop. It currently has been identified as an area of deterioration, better known as a "slum". Those were interesting days playing basketball in a park recreation league without adult supervision or iceskating on the park lagoon because it was fun. In the summer we played softball in the school playyard or walked to such places as the Field Museum of Natural History or strolled along Michigan Boulevard. I learned about ward politics and even discovered by myself the massive structure known as the Public Library. It was with sadness that I discovered that I really was a culturally deprived, disadvantaged child and strangely enough I didn't know it. I have no reason to believe my success and good fortune was shared by my friends, black and white, but I do know that we did manage to survive without being labeled. Perhaps the first generalization I would like to make this afternoon is that the realities of the situation cannot always be captured by a semantic characterization. I would ask a question: "Are personnel in the field of special education or learning disabilities or behavior modification becoming enamored by the world of semantics rather than paying attention to the world of the real child?"

As is the perogative of a Dean, let me switch to another area with still another generalization. It was my happy or unhappy lot in life, depending upon your persuasion, to serve in the great American infantry. My motives at that time were patriotic but my confusion was intense. I carried the famous M-1 rifle and shot in the appropriate direction when I was supposed to shoot. But you know, I didn't know I was in the Battle of the Bulge until I read about it in the *Stars and Stripes* about a week after the major action took place and I was back in a rest area. As I have watched the educational scene over the past twenty-five years I have become convinced that there are far too many people in our business who see only the tree and never get to see the forest. We design a tremendous number of plans, write many articles, create organizations, and yet we miss the essential nature of our total mission. Are personnel in the field of special education becoming so enamored by their "piece of the action" that they are forgetting why the total action took place in the first place?

Allow me the luxury of still another impression gained from some direct personal experiences. My first teaching job was as a substitute teacher in the Chicago Public Schools. In that capacity I had a number of opportunities to be in many different types of elementary schools. Shortly before leaving the system I worked in a school where the highest reported IQ was 105 with the median somewhere in the area of 85. That little girl with her 105 was considered the brightest child in the school or even gifted and was greatly appreciated by all of her teachers. A very short time after that experience I took a position at the

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University of Chicago Laboratory School where the IQ range extended from 120 to 180 plus and where the median was somewhere around 135. It took a long period of adjustment for me to hear teachers talk about slow learning children who were at grade level or perhaps only one year above grade level. And so another lesson that I think I have learned is generalized in this fashion. "The perception of the observer and the participant is strongly influenced by the field in which he performs. Or to put it another way, the same facts can often lead to different conclusions."

By this time you are already becoming convinced that this is to be another one of those, "I remember when" speeches and where nostalgia runs rampant and where the reason for the presentation gets lost. I will do a bit more personal reflecting, but I promise to bring these reflections into an organized rationale and zero in on the precise nature of the problems I see all of us facing.

It is obvious that my childhood days, my military days, and my teaching days are things of my past and I would like to come up -to-date by reflecting on some events of the past two years. During the summer of 1969, I spent ten weeks in India on a special project directed by the Foreign Policy Association and funded by Public Law 480 funds. My mission was not to tell the Indians how to get the educational job done, but to see how they were attempting to get the job done. The project did have several very direct objectives, but essentially it was to be a learning experience for the ten participants and not a telling experience. I saw situations which made our problems insignificant, and I talked to educators and governmental leaders who were convinced they could ultimately solve their problems. Theirs was a climate where their hopes were expressed in terms such as: "If only the monsoons will come on time and if only the monsoons won't bring too much rain and flooding," "If only the rate of birth will remain stable or go down 1%, we might be able to meet the goals of our five year plan," "If only we can increase the literacy by 5,000,000 in the next five years, we will have made significant progress," and "If only our government can remain stable, then maybe our economy will support modest salary increases for our teachers." The Indian educators, including many educated in the United States, are concerned about the "If only" approach to solving their problems, but more important, they are deeply concerned about educational opportunities for all children. Special education is not a burning issue in India because all education is considered special. I do not wish to imply that our so-called advanced technological society has made us more categorically minded, and therefore less interested in the welfare of all children. I cannot help but admit that my India experience taught me still another lesson: "Technological modernization tends to lead to high levels of specialization and this in turn leads to compartmentalized thinking about social enterprises such as an educational system." Now what I really don't know is whether such compartmentalization is necessarily good or bad for the individuals within the system. I have reason to believe that rigid compartmentalization may not be beneficial to the individual being compartmentalized.

To advance my case another step forward, I would like to offer some generalizations I have evolved as a result of a sabbatical leave I had during the fall and spring of 1969-70. My sabbatical took me to many diverse institutions such as the University of Northern Colorado, the University of Denver, the University of New Mexico, Stanford, UCLA, and Houston. In all, I visited staff at fifteen different institutions. The purpose of the sabbatical was not to study special education programs, but to secure a needed perspective of program developments and their resulting organizational changes, if any. What I learned at these institutions might be difficult to replicate by another observer, and so I offer them to you as tentative observations about some facets of higher education in a group of selected American Universities.

First of all, it becomes painfully obvious that organizations tend to become static and that they are not readily amenable to change. I heard about many new program developments and their successes only to discover they were operating out of the mainstream of a college program. Frequently these special projects appeared to be making a significant impact on the problems they were attacking, but almost no impact on the institution. Special education programs were rolling along with Federal support and local devotees and scarcely paying any attention to projects for the educationally and culturally disadvantaged. Personnel in large institutions seemed to be locked into their organizational niche and this is where they enjoyed building their sense of importance and isolation.

Second, in the larger institutions one found a greater development of specialization and the greater the development of specialization, the more the loss of perspective about the whole. Those of you who represent specializations will have to forgive me for stating my own personal conviction that specialists tend to become provincial and frequently chauvinistic.

Third, specialization may lead to a break-down of organizational unity unless the objectives of the organization are defined clearly and are understood by all members of the group.

Fourth, while there are dangers in intensive specialization, the explosion of knowledge and the complexities of our society make it difficult if not impossible for generalists to act as specialists. My own field of specialization is administration, and twenty years ago I could have operated in several areas with a high degree of success. Today, for example, school finance has become such a complex area that I really need to be a specialist in that field if I am to be of any significant assistance to public school administrators.

Higher education in the United States, or for that matter, all over the world, is undergoing a process of self and external criticism unparalleled in many, many decades. The causes of criticism are varied and stem from social-political-economic conditions which often are not under the control of the institutions. All of you know the pattern—higher population resulting in more young people being ready to attend institutions of higher education, a technological society making more demands upon the population to seek higher education, social status and economic advancement becoming tied to degree attainments and this resulting in greater demands upon higher education, the complexities and the developments in so many fields leading to an increasing necessity for more and more higher education, and in turn, these demands for higher education leading to more campuses, more buildings, more staff, more administrators, more equipment, more books, more and more and more of everything. And then the reaction set in—students became disenchanted with professors who didn't teach and mass infusions of knowledge, students became disenchanted with the evils of society and reacted violently to the sheltered good life within the institutions, parents became disenchanted with the value received from education as if they were buying an advertised product, politicians became disenchanted with higher education as the problems of society continue to mount even as the support of education grows and grows and grows.

The results of this process are clearly visible:

Demands for accountability
Demands for cost accounting
Demands for efficiency
Demands for more effective utilization of staff
Demands for economy
Demands for long-range planning and budget control
Demands for new and more effective ways of offering higher education.

The Secretary of HEW, Elliot L. Richardson, placed these considerations into sharp perspective when he strongly endorsed a task force proposal on higher education which was highly critical of the current national system of higher education. As reported in the *Chronicle of Higher Education,* March 15, 1971 issue, the task force called for:

> Creating "new educational enterprises" that would focus on "a single mission or set of missions" and have "an educational format other than the classroom lecture-reading format that now prevails."
>
> Changing admissions policies to permit students to drop in and out of college more easily.
>
> Expanding opportunities for higher education off campus, including "regional examining universities," which would give examinations and grant degrees but would not offer courses, and "regional television colleges."
>
> Reversing the trend toward massive centralized state systems of higher education.
>
> Giving young people more opportunities besides going to college including more part-time work and expanded internship and apprenticeship programs.
>
> Diversifying faculties by including "practitioners who are outstanding in their jobs" as well as those individuals with traditional academic credentials.
>
> Adapting college to the minority student instead of trying to adapt the minority student to the college.
>
> Giving equal treatment to women as undergraduates, graduate students, and faculty members.

Focusing the "educational missions" of colleges more sharply.

Having reviewed for you some personal observations beginning with my early childhood experiences and working up through my India experience and my sabbatical, it is time for me to focus in on the problem which is of such concern to you. Hopefully, what I have said up to this point, does have a sense of unity and will provide the basis for my professional observations as they relate to higher education. Subject to your own interpretations I think I have tried to make the following major generalizations:

1. Labels or categories are helpful devices for purposes of organization or analysis, but they should not be used as substitutes for meaningful understanding of the life needs of individuals. When the category becomes more important than the reality, we are in serious trouble and a review of the situation is in order. Therefore, I tend to be in sympathy with those individuals who are urging your consideration of newer models in special education.
2. Specialization in itself is not bad or good, but intensive specialization does limit our vision and locks us into increasingly smaller niches. Whether the model of the medical or legal profession can be yours is difficult to forecast, but as you seek to move in that direction I would like to remind you that both of those professions are concerned about the crisis in service which has resulted from overly intensified specialization. Therefore, I tend to be in sympathy with those who are urging your consideration of lesser categorization rather than categorization.
3. While special educators have a right to be critical of the general educators for "dumping" the problems in their laps, general educators have a right to be critical of special educators for becoming isolationists and guardians of their own plush empire. These are harsh words, but the wisdom acquired by those of you in highly specialized fields must be used to make an impact upon the total education scene and cannot be restricted to the areas limited to the education of the exceptional child.
4. My analysis has led me to conclude that more attention must be given to the non-categorical dimension of your field, but this does not automatically negate the need for area specialists. Let's at a minimum start out by preparing generalists and then design appropriate methods for educating specialists.

If special education as a field of organized study is not only to survive in the present climate, but prosper, then I think it is imperative that members of the field lay away to rest the controversy over categorical versus non-categorical approaches to the field. Whether in programming or funding, now is a most inappropriate time to hassle over split definitions or split personalities. Frankly, I have tried to make a case which says to you that it has become and will become even more difficult for governing boards to support a proliferation of programs and personnel whose major virtue is that their programs overlap. This is especially so when there are people in the field who are calling for newer approaches to programming and whose arguments appear to possess a great deal of validity. Leaders in higher education are becoming so sensitive to the current demands for accountability that they will become increasingly intolerant of programs and individuals who tend to proliferate and become isolated at the same time. How many programs, how many specialists, and how many resources should be answered by the experts in the field, but the competition for funds is becoming so great that only the strong will survive.

It is going to be very tempting for leadership in the field of special education to continue to use the arguments that have been used for the past twenty years for the job has not been accomplished and opportunities for securing support for categorical programs and projects still look good. To me, this is shortsighted and as unethical as are farm subsidies for giant farm land owners. Let us not be guilty of special perpetuation for the sake of our own empires, let us only seek to perpetuate those programs which offer sound promise of aiding and abetting all people in our society.

PROJECT IN-STEP
INTERRELATED SPECIAL TRAINING OF EDUCATIONAL PERSONNEL*

by Ronald Wiegerink**

For a number of years the faculty of the Department of Special Education at George Peabody College for Teachers has progressively moved its program toward an interrelated, non-categorical program with emphasis on field training and experience. Project In-STEP represents the next step in this progression. Over five years ago the Department's movement toward cross-categorical training began with the adoption of an interrelated procedures course titled Educational Procedures in Special Education (SE 201) at the advanced undergraduate and master's level and a cross-categorical conceptual course titled Education and Psychology of Exceptional Children (SE 300) at the graduate level. These courses were designed in recognition of the fact that numerous special educational procedures can be efficacious for a wide range of handicapped children and that general developmental knowledge and educational concepts can serve educators regardless of the handicapping condition of children they teach. However, the Department continued to train students in categorical areas—the majority of courses taken by students being in a single area of specialization. At the undergraduate level students could major in mental retardation, speech and hearing, and visually handicapped or in some few cases take an emphasis in behavior disorders and learning disabilities. At the master's level the student could major in: (a) behavior disorders, (b) learning disabilities, (c) mental retardation, (d) multiple handicapped, (e) speech and hearing, and (f) visually handicapped. At the post-master's level where the expectation was on both breadth and depth training, it was expected that the student would emphasize one of the six categorical areas and take one or two courses in each of the others.

Based on the growing efficacy literature and mounting skepticism in the field directed toward questionning the self-contained classrooms for many exceptional children (Lilly, 1970), knowledge gained from the Department's field training activities, feedback from students and graduates, and growing manpower needs, the faculty began to seriously question the remaining categorical nature of its training program. With the realization that homogenous groups of children rarely exist in educational settings, particularly when the handicapped child is concerned, it became evident that the Department's training program should emphasize cross-categorical and interrelated skills utilizing problem solving, evaluation-based, field training.

As a move in this direction, in the fall of 1968 the Department began phasing out its undergraduate categorical training program, to be replaced by the current program which emphasizes an interrelated core and extensive field experience from the freshmen through the senior years. Undergraduate students coming to Peabody who are interested in Special Education and the education of handicapped and exceptional children have three student career options.

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*Samuel Ashcroft, Dale Coons, Robert Currie, Robert Heiny, and Glen Van Etten contributed to the design and description of the Project.

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The student interested in the mildly handicapped child is encouraged to take a major in Elementary Education with minor or dual major in special Education. The goal is to provide regular classroom teachers who will include exceptional children in their classrooms and not exclude them.

Students who wish to serve the handicapped through community action agencies and projects and are interested in being attitude change agents are encouraged to major in the Interdisciplinary Program in Human Behavior with minor or dual major in Special Education.

Students who are interested in working with the excluded child or the potentially excludable child (that is, the child who is often excluded from public school education, presumably because he is handicapped) are encouraged to major in Special Education. Here the focus is on severely handicapped children of preschool or primary school age. The emphasis is on prevention of exclusion. The undergraduate student's program is made up of approximately 50 percent field training along with core characteristics and procedures courses.

At the master's level the Department continued to offer the six categorical training programs. However, an increased emphasis was placed on the conceptual core course, Education and Psychology of Exceptional Children, which emphasizes psychological, sociological, and ecological approaches for conceptualizing exceptionality; and the core procedures course, Educational Procedures of Special Education which covers specifying behavioral objectives, precision teaching, and materials construction, selection, and evaluation. In addition increased efforts were made to tie nature and need courses and other procedures courses in with field training. Whereas traditionally this field training focused on classroom teaching, the emphasis shifted at the master's level to consultation and resource models through which students would get exposure to working with classroom teachers and parents in constructing learning programs and environments for a wide range of exceptional children. (See Figure II—Graduate Program)

The post-master's program continued to draw on categorical courses but the emphasis shifted to interrelated courses. This was accomplished through instituting a Proseminar, focusing on the efficacy of Special Education, which all post-master's students take, and other seminars which have cross-categorical emphases (such as a seminar in the Development of Language and Language Disorders), and extensive field training including project supervision, pilot research projects, and college teaching experiences. As the student identifies his professional goals, conducts pilot studies, writes an area paper which ultimately culminates in a dissertation proposal and a dissertation, continuity of a program is gained and quality of performance is more easily assessed.

In-STEP Description

To meet special education's contemporary manpower and quality training needs, the faculty of the Department of Special Education offers Interrelated

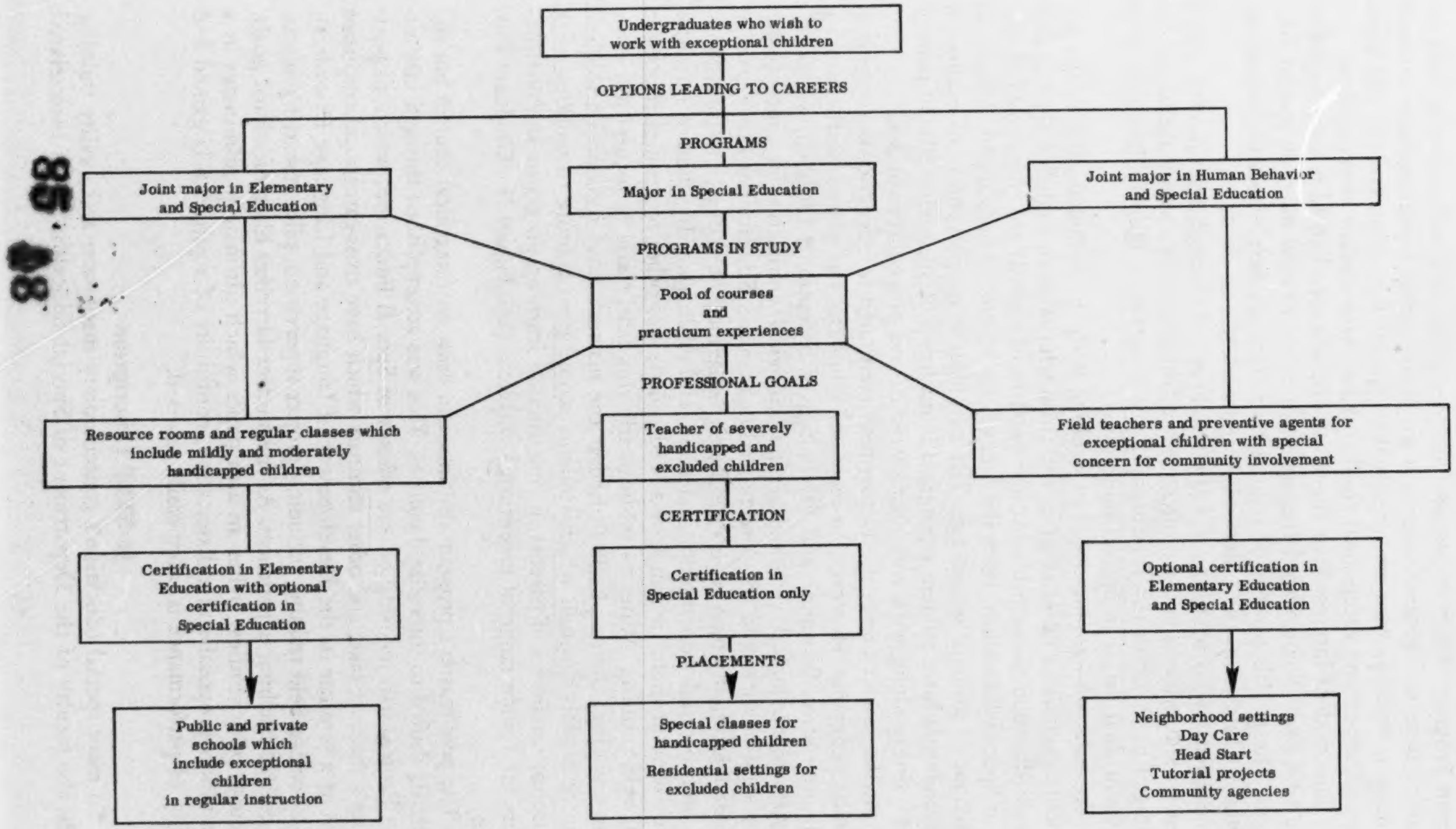

Undergraduates who wish to work with exceptional children
OPTIONS LEADING TO CAREERS
PROGRAMS
Joint major in Elementary and Special Education
Major in Special Education
Joint major in Human Behavior and Special Education
PROGRAMS IN STUDY
Pool of courses and practicum experiences
PROFESSIONAL GOALS
Resource rooms and regular classes which include mildly and moderately handicapped children
Teacher of severely handicapped and excluded children
Field teachers and preventive agents for exceptional children with special concern for community involvement
CERTIFICATION
Certification in Elementary Education with optional certification in Special Education
Certification in Special Education only
Optional certification in Elementary Education and Special Education
PLACEMENTS
Public and private schools which include exceptional children in regular instruction
Special classes for handicapped children
Residential settings for excluded children
Neighborhood settings
Day Care
Head Start
Tutorial projects
Community agencies

Figure 1 - Undergraduate Career Paths

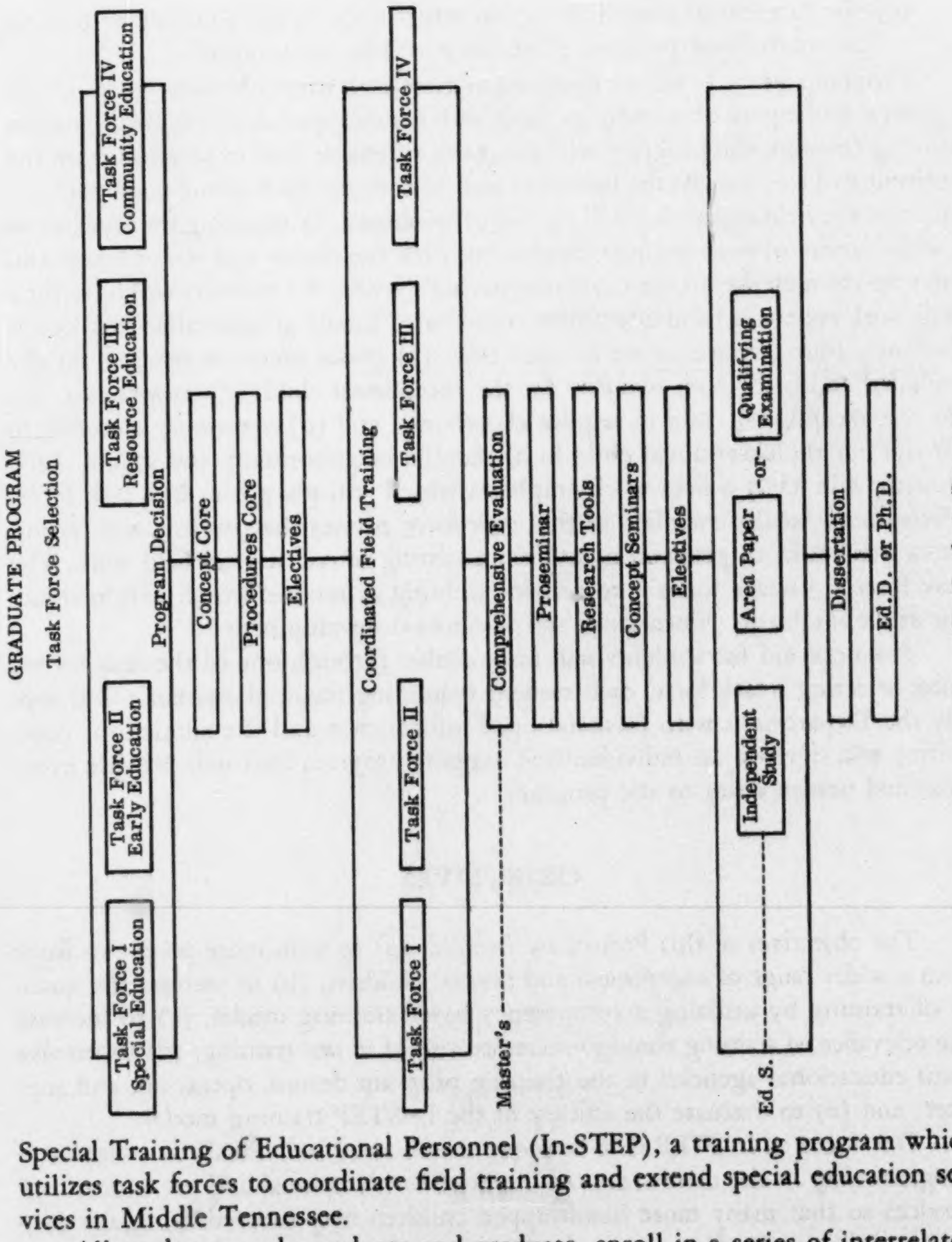

GRADUATE PROGRAM
Task Force Selection
Task Force I Special Education
Task Force II Early Education
Task Force III Resource Education
Task Force IV Community Education
Program Decision
Concept Core
Procedures Core
Electives
Coordinated Field Training
Task Force I
Task Force II
Task Force III
Task Force IV
Master's
Comprehensive Evaluation
Proseminar
Research Tools
Concept Seminars
Electives
Ed.S.
Independent Study
Area Paper
-or-
Qualifying Examination
Dissertation
Ed.D. or Ph.D.

Figure II - Graduate Program

Special Training of Educational Personnel (In-STEP), a training program which utilizes task forces to coordinate field training and extend special education services in Middle Tennessee.

All students, undergraduate and graduate, enroll in a series of interrelated core courses, an additional number of optional or adjunct courses designed to provide additional breadth or to provide depth in an area of emphasis, and sequential intensive field experience.

Students must make several career decisions in order to develop the proper educational program. These decisions are as follows:

(a) the task force to which they wish to be assigned
(b) whether or not to seek certification by a state department of public instruction

(c) the categorical disability area in which they desire to study or to seek an interrelated program (The latter will be encouraged.)

Programs of study will be designed to meet each student's career goals within a general framework of training to work with handicapped children. Every student moving through the program will also have extensive field experience from the beginning of training. At the freshman and sophomore levels of the undergraduate program the field experience will consist of systematically exposing the students to a wide variety of field settings. Beginning with the junior and senior levels and carrying through the master's and post-master's levels, the students will have their field work supervised and directed by coordinated faculty groups called task forces. Presently four task forces are in operation: (a) *special education* services for the excluded child; (b) *early education* for the exceptional child; (c) *resource education* for the exceptional child in regular classrooms; and (d) *community education* to provide for the exceptional child in his family, neighborhood, and school. Each student will select a field work emphasis which will place him in a task force. Thereafter a faculty member on that task force advises that student and coordinates that student's program of studies consisting of courses and field work. The task force's primary focus is to provide training in models which will facilitate the student's future educational and vocational development.

Financial aid for students will be available through one of the task forces. After selecting a task force, each student requesting financial assistance will supply the Department with financial need information and the admissions committee will develop an individualized support program that will provide every qualified person entry to the program.

OBJECTIVES

The objectives of this Project are fivefold: (a) to train more people to work with a wider range of exceptional and normal children; (b) to increase the quality of training by utilizing a competency based training model; (c) to increase the relevance of training through increased use of *in situ* training; (d) to involve local educational agencies in the training program design, operation, and support; and (e) to evaluate the efficacy of the In-STEP training model.

One focus of In-STEP is to improve and increase individualized educational programming in the mainstream of the South's educational and pre-educational services so that many more handicapped children may succeed in regular programs. Believing that an ounce of prevention is worth a pound of intervention, the In-STEP faculty will direct its efforts to improving educational services: (a) by training future special educational personnel to provide resource and consultation services to teachers of exceptional children; (b) through re-education of special educational personnel to provide them with skills for moving and supporting exceptional children as they return to regular education; (c) through incorporating special educational expertise in the preservice training of regular educators; (d) through direct staff development activities for regular educators as well as special educators; and (e) by training community personnel and citizens to provide equitable opportunities for the exceptional child without labeling the child as handicapped.

TASK FORCES

In-STEP task forces are graphically represented by a three-dimension display which includes training task forces focusing on different educational delivery systems, several levels of training, and two service foci (see Figure 3). Each task force, led by faculty members and assisted by advanced graduate students, is designed to coordinate core and field experience at the undergraduate and graduate levels of training. Each task force has a programmatic training goal aimed at developing competency in both preventive and interventive approaches. A summary of the goals and training activities of each task force follows.

Task Force I, Special Education

The goals and objectives of this task force are largely the same as those that have guided the growth and development of the Department and its programs in the past, but at the same time they reflect a responsiveness to the current trend of providing the severely handicapped children with access to educational opportunities not readily available before. The goals of this task force are:

(a) to prepare resource personnel who will assist other special educators and regular educators as they develop provisions for the severely handicapped child currently being served in self-contained classes as they move toward integration into regular education;

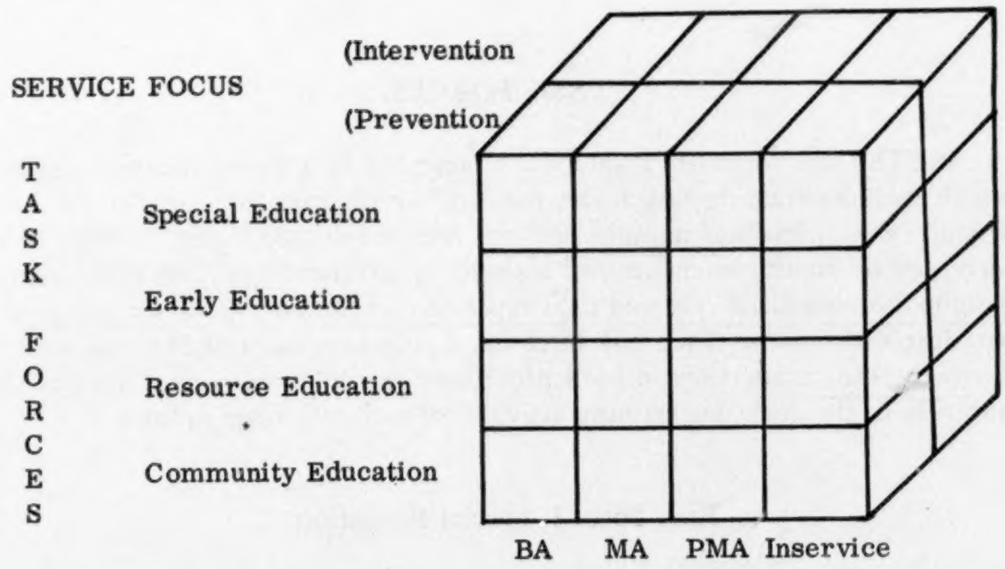
(b) to prepare classroom teachers who will provide education for handicapped children currently being excluded from the schools;

(c) to prepare personnel to educate severely handicapped children in residential settings with the objective of developing educational programs which will move these children into direct contact with local public schools.

Resource personnel. Emphasizes the development of resource skills for use as resource teachers with whom the handicapped child spends part of his school day or as an itinerant teacher who moves from classroom to classroom and school to school providing teachers who have severely handicapped children in their classes with additional support and programming.

Classroom personnel. Concentrates on developing classroom teachers who can provide classroom learning environments for handicapped children in residential programs (e.g. Tennessee School for the Blind) where the emphasis will be on return or promotion of the child to regular public school programs or teachers who work in public school classrooms to provide services for children previously excluded from the schools (e.g. multiple handicapped classes in the Metropolitan Nashville schools).

Figure 3



Task Force II, Early Education

The goals of this task force are: a) to train educational personnel who will assist in preventing the labeling of children with potential learning problems; b) to prepare educators to provide early intervention services for children with moderate and severe handicaps; c) to train paraprofessionals for service in early education facilities; and d) to prepare educational leaders for new training programs, supervision of service programs and/or the development of new early educational service delivery systems.

To accomplish these goals, the task force faculty proposes to prepare people at the undergraduate, master's, and post-master's levels. Students at the post-master's level will function as vertical team captains in the two programs described below. The advanced graduate student gains practical experience in teacher training and program supervision and development.

Preventive early education program. Focuses upon the preparation of educational personnel to work in regular and special early childhood settings to facilitate children's development in order to lessen the probability of their being labeled as handicapped. At the undergraduate level the student is prepared as a classroom teacher or behavioral technician. To gain a broad perspective, during the first two years the student's practicum assignments are rotated to provide an opportunity for experience in state hospitals, Headstart programs, traditional preschool programs, day care centers, public school primary classes, and infant programs. The emphasis on preventive services derives from an intensive practicum placement in the Regional Intervention Project during the junior and senior years.

Master's level students acquire inservice training and parent education skills through internship in the Regional Intervention Project and Demonstration and Research Center for Early Education.

Interventive early education programs. Focuses on interventive services through a placement in the Team Teaching Practicum for Teachers in Preparation in Multiple Handicaps during the junior and senior years. In the freshman and sophomore years the program is similar to the "Preventive" program.

At the master's level students gain added experience in diagnosis and programming. In addition the students acquire skills in the areas of inservice training and parent education. They serve as interns in the Team Teaching Practicum for Teachers in Preparation in Multiple Handicaps.

Task Force III, Resource Education

The goals of this area are: a) to prepare supportive personnel with special competencies in problem-solving (notably diagnosis, educational programming, and general child advocacy); b) to assist teachers currently teaching exceptional children to develop further competency and skill; c) to assist in preparing regular elementary and secondary classroom teachers to develop increased competency in educating exceptional children in the regular classroom; and d) to train teacher trainers who can establish similar programs in other institutions of higher education and in public schools. Three specific endeavors are described below as exemplars of the types of activities to be carried on by members of the task force.

Consulting teacher specialist program. To assist regular and special classroom teachers to program for handicapped children successfully, the goals of this program are: a) to prepare master's level special education consultants with specific skills in educational diagnosis and programming, community organization development, utilization of materials, and parent education; and b) to prepare, at the post-master's level, teacher educators to implement consultation training programs in other institutions of higher education and in public school staff development programs.

Staff development program. A prototype for improving the competencies of teachers currently teaching handicapped children in either special or regular classrooms. The master's level training program will consist of a summer institute with an academic year follow-up component.

Experimental elementary teacher education program. In order to train regular classroom teachers to teach handicapped children, the task force will cooperate with the Division of Education of Peabody College in the implementation of an experimental elementary teacher education program. The goal of the program is to train elementary teachers *in situ* to teach handicapped children within a regular classroom.

Task Force IV, Community Education

The goals of this area are: a) to assist non-educators to develop increased knowledge about educational potentials of exceptional children; b) to prepare leadership personnel with special competencies in social problem identification, notably related to general child advocacy and handicaps, to enable them to develop ways for educators to work in non-school settings; c) to assist educators currently in service to develop further competencies and skills in dealing with social aspects of handicapping conditions; and d) to train trainers who can establish similar programs in other institutions of higher education.

Two exemplars of proposed activities are described.

Intervention in support of the handicapped. Intervention activities will be developed in order to increase the life chances of the handicapped. The task force will cooperate with the Interdisciplinary Undergraduate Major in Human Behavior in implementing training at this lower level. The goal of this joint undergraduate program is to train teachers *in situ* to work in non-school settings. These field teacher trainees would be concerned with assisting neighborhood people in establishing child care centers, receiving adequate medical care and legal aid, cooperating with appropriate legal authorities outlining traffic safety problems for the handicapped, and providing assistance in socialization of adult handicapped. A teaching team will consist of faculty and graduate students. Skills which will be developed to various extents by the three degree levels include: a) social, political, and economic systems analyses; b) cultural/ethnic analyses; c) public information dissemination; d) neighborhood and community organization and catalyzation; and e) field and survey data collection.

Prevention of handicapping conditions. Prevention through social action will be developed in order to increase the life chances of the handicapped. Such prevention activities by this task force will focus upon developing the roles of ombudsman, public mediator, sponsor, establisher of alternative school programs, and superstition-myth debunker.

PROGRAM CONTENT

The content of the program at each level of preparation is being organized into intensive instructional units which are closely related to field experiences. The basic sequence may be described as: a) acquisition of information; b) application of information in a field setting; and c) feedback and evaluation. Temporally these events occur as close together as practicable, ideally on a daily basis and always on a weekly basis. The content and activities included at various levels are based on a task analysis of occupations. Continuous monitoring of school personnel expectations as well as of the actual tasks students perform will allow the faculty to make adjustments in curriculum content and objectives during the training process. The significance of this flexibility needs to be underscored.

The interrelatedness of the Project derives from the following: a) all instructional units are team planned and in many instances will be taught by an interrelated team; b) students in training will select courses and field experiences on an interrelated basis; c) task forces are organized on an interrelated basis; and d) perhaps most importantly, students will be dealing with children exhibiting a variety of handicapping conditions in field placements.

These factors suggest greater simulation of reality since in the faculty's experience special education field personnel frequently have to cope with interrelated groups of children.

Integration of content and field experience on a continuous basis will be accomplished by the task forces. Also the task force model brings into prominence the "clinical professor" role since instructional faculty will actually be demonstrating techniques. Perhaps the most important feature of In-STEP is the strong emphasis on the preparation of educators who are problem-oriented rather than method-oriented or population-oriented.

Undergraduate Program

Objectives of the four-year undergraduate program are to train people who can function in private or public educational settings both formal and informal to provide direct services to children. The role designation of such people would be varied and would include classroom teacher, resource room teacher, itinerant teacher, field services worker, community change agent, preschool educator, etc. Certification may or may not be a part of such a training package. In addition exit and entrance points along the continuum of training would allow for an assessment and identification of competencies at that point, to provide for designation below the four-year program (such as an A.A. degree or designation as a competent paraprofessional or teaching aide in a particular area).

The undergraduate program in Special Education is built upon a two-year general education program including an introductory core in Special Education.

The upper division program consists of three components: a) a core procedures course; b) adjunct courses for related skill development; and c) task-force oriented field work assignments. The student in cooperation with the faculty advisor will select appropriate adjunct courses to fulfill the student's undergraduate degree and/or career aspirations. The adjunct courses will offer specific skills necessary to work with a specific disability or population level (e.g., braille, mobility, sign language or lipreading, behavior modification, prescriptive diagnosis).

The task force affiliated field work and/or student teaching will run concurrent with classroom instruction and will serve to reinforce and direct inquiry toward those areas which need additional input at the cognitive or applied level.

Master of Arts

The Master of Arts program in the Department of Special Education at George Peabody College emphasizes an interrelated training program; however, a program of studies leading to one certification is possible since each program will be tailored to the needs and career goals of the student. Within each program of studies there will be a common interrelated core completed during the first semester of training, advanced conceptual courses, and a significant amount of practicum experience.

Students at the master's level must make the decisions noted on page 1 as a prerequisite to planning their programs. Programs of study will be designed to meet each student's career goals within a general framework of training to work with handicapped children. During the first semester, students normally enroll in a 7 credit hour core, elective adjunct courses (3-6 hours), and field work (3-6 hours). The second semester is devoted largely to field work experiences (8-12 hours) and additional coursework specific to the student's needs (3-6 hours). Students who do not have undergraduate preparation in Special Education or Education may need at least one additional semester to complete a master's program of studies.

Doctoral Program

Doctoral training at Peabody is designed to be highly personalized, allowing each student to attain a high degree of competence and knowledge singularly relevant to his career goals and interests. The graduate students and his advisor tailor the program for each student's unique objectives. These objectives may be outlines within one task force area or in combinations of two or more task force areas.

The goals of the doctoral program are for each student to acquire a breadth of as well as a depth of experience related to the handicapped. Broadly defined, the program prepares: a) researchers, b) teacher trainers, or c) administrators or supervisors concerned with special education and other services for the handicapped.

Emphasis at the doctoral level is placed on education and training which will enable the student to conceptualize the issues and forces which affect the handicapped and to plan, operate, and evaluate programs designed to deal with these issues.

The core of the doctoral program in Special Education is composed of:

a) an overview seminar on handicapping conditions, which will acquaint the students with current research data and will provide a base on which to plan the means to achieve objectives;
b) a series of formal courses designed to develop specific skills and competencies; e.g., statistics, research design, training strategies, supervision and administration;
c) a series of seminars which focus upon particular conceptual topics; and
d) field experiences, including supervision, instruction and vertical team activities, through which the students may demonstrate, apply, and refine newly acquired ideas and practices. The formal courses, seminars, and field experiences which an individual student includes in his program of studies will be determined by the student and his advisor in terms of the student's background, experience, program objectives, and career goals.

Completion of a degree program is based upon a student's completion of his objectives, i.e., demonstration of acquired skills and knowledges and successful completion of a research project (dissertation), and the college-wide requirements governing granting of advanced degrees.

In summary, Project In-STEP is designed to facilitate the coordination of on-campus training with field training and to improve educational services for handicapped children in Nashville, Davidson County, and the surrounding region. Through the use of task forces combining the strengths and interests of faculty members and students in training, the goal is to make training more productive, more relevant, qualitatively better, and at the same time give exceptional and handicapped children a better shake in the South.

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CATEGORIES AND VARIABLES IN SPECIAL EDUCATION[1]

Maynard C. Reynolds and Bruce Balow*

The Fallacy of Categories

In all of society there is a rising revulsion against simplistic categorizations of human beings. The field of special education has been especially vulnerable to attack because in defining itself it has tended not only to list various categories of exceptional children but to use negatively loaded terminology to do so; the mentally *retarded,* the visually *handicapped,* the hearing *impaired,* the emotionally *disturbed,* and the socially *maladjusted:* The use of such categorical language has been especially evident in legislative and parent groups, in teacher education, and in school programs.

A number of problems may be created by the categorizing of people and programs. (a) There is a tendency to stereotype or to ascribe characteristics of the group to individuals. The practice, crude at best, is frequently in error and prejudicial to the interests of the individuals. (b) The category labels tend to become stigmatic and to be attached indelibly to the individuals, often resulting in scapegoating; sometimes the child's label becomes an excuse for poor educational programs. (c) People who work with exceptional children may associate the categories with negative expectations and then carry them into their relationships with the children and into curriculum planning. A degree of diagnosogenic or prophecy-fulfilling inadequacy in the child's development may result. (d) An assumption is made frequently about an easy isomorphism between categorical and educational classifications. For example, it may be assumed that all partially sighted children should read expanded print, which just is not so, or that because a child is "mentally retarded" he should get the "primary life needs" curriculum—again, not necessarily so.

Researchers who contrast *groups* of handicapped children with *groups* of so-called normals often add to the problem. On the basis of such studies, the mentally retarded, for example, have been described as cognitively rigid, unable to think abstractly, showing stimulus trace or cortical satiation abberrations, exhibiting disassociation of verbal and motor systems, and deficient or abnormal in many other ways. One could easily come to the absurd conclusion that a sharp discontinuity in mental ability occurs somehow so that people with IQs of 76 have entirely different characteristics from those with IQs of 75. Comparable problems abound in other areas of special education as well.

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[1] A modified version of an address given at Augustana College, Rock Island, Illinois in 1968, and of a still earlier presentation made at the University of Maryland.

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It is very unfortunate that anyone should ever think of individual children and plan for them mainly in terms of categories, although, undoubtedly, the extent of such practices may be somewhat exaggerated. We are all familiar with the caricature of the itinerant psychometrist, WISC kit at hand, who categorizes a child as mentally retarded after a 50-minute test and recommends special placement in a school about which he knows nothing. He represents a grotesque oversimplification of professional service that, hopefully, has no basis in fact. Children are tested carefully and extensively in as many areas as possible. Certainly the examiner may phrase his conclusions in categorical language but when he does it is because he is using "shorthand" for a complex set of variables.

The Flexibility of a "Variables" Approach

The perception of children through variables emphasizes the continuous differences among them on certain dimensions and permits us to try to quantify the differences in some way. Most of the variables that we find interesting in studying exceptional children are of interest also in the study of other children, which is to say that the distributions are continuous and include both exceptional and normal children. This continuity suggests that even if we attend to only a single variable, so-called exceptional children are children "only a little more so" in some one or several aspects and not special types. Uniqueness is a function of variables.

The convenience of using categories as a "shorthand" need not be eliminated if they are recognized as representing complex sets of variables. The category mental retardation, for example, is a general term referring to a wide range of kinds and degrees of attenuation in cognitive development. Recently, so called creative children have been discussed as a kind of category, or typology, yet measures of creativity show continuous distribution. Most blind children are not totally blind but have different degrees of sight. An analogy can be drawn between the variables in one of these categories and the variables with which a weatherman deals. Temperature, barometric pressure, wind velocity, and cloud cover, his variables, are not static but combine uniquely at any moment over any place. Weather in itself is an abstract term; it takes on concrete meaning only in terms of the variables of which it is composed at a specific time and place. And so it is with the categories of exceptional children: mental retardation, blindness, and creativity, for example, are abstract terms until they are given concrete significance by the particular constellation of variables in a particular child. Thus, although categories may be convenient generally in working with individual children, the emphasis should be on variables and particularly on those variables that meet the test of educational relevance.

Two Kinds of Variables

It is useful, in considering their educational relevance, to distinguish between two general classes of variables, *source* or surfacing variables and *decision variables.* Most of the traditional variables dealt with in special education, such as those relating to mental retardation, vision, hearing, and emotional disturbances, are what I call *source* variables. They are the sources or indicators of educational problems. While they may serve to alert us to problems or to potential problems, they do not indicate appropriate educational procedures. Consider, for example, the child who appears in school regularly with many bruises; it is clear that something should be done for him because a problem has surfaced. But it is not clear whether the child is being abused by a parent, is showing the adverse physical effects of learning to skate, or is mutilating himself. The bruises merely evidence something is wrong; they offer no clue as to what should be done about them. They are *source* variables, not *decision* variables.

As another example, consider very low visual acuity. Certainly it is a problem that can be viewed as a quite reliable source or indicator of special education interest. But poor sight in itself is not a very good indicator of what educational procedures should be used with the child. The relevant variables in deciding upon the educational procedures might include tactual discrimination abilities at finger tips, intelligence, age, motivation, parental desires, and the low-vision aids available in the local schools. Similarly, mental retardation may be a child's problem, but judging whether he is likely to profit from a specialized school program may depend more upon the sociopsychological climate of his home rather than upon the immediate level of his cognitive functioning. Some of the *decision* variables, it should be noted, do not refer to the child but to his life situation.

The difference between *source* and *decision* variables is that the first are the basis of identifying the problem and the second are the basis of making the educational decisions. A significant consideration in the latter process is that when alternative school procedures are available it is not necessary or even wise to begin placement procedures by looking just at traditional categories. The variables that are demonstrated to be useful in the decision-making may also be the starting point for organizing school programs. Clearly, the variables on which decisions are based will change as educational technology improves and expands; thus, one should not think of *decision* variables in static terms. Less obvious but even more important in this decision framework is the fact that variables that yield simple predictions of school success (zero-order predictions) are seldom helpful in making differential educational decisions for a child.

Classification for Educational Purposes

One of the assumptions of the preceding discussion is that schools should be able to present alternative procedures and curricula to accommodate all children. It is necessary, consequently, to allocate the children among the different programs or, in other words, to classify them. To develop this point of view, it may be well to spell out the purposes of educational classification.

As a start, it may be useful to consider the purposes of classification in settings other than the school, which sometimes get in the way of our thinking. Zubin (1967) cited three purposes of the diagnosis and classification of what he terms behavior disorders: (a) to search for etiology; (b) to make a prognosis;

and (c) to select a therapy. Physicians and clinical psychologists tend to be oriented to these purposes. In anticipation of the discussion that follows, it can be stated immediately that none of the three is the chief concern of the special educator; yet, our information systems tend to become distracted by them.

Certainly it is clear that classification merely according to Zubin's first purpose, etiology, is not a very useful approach in education. The cause of poor sight gives little help in deciding how one should teach a child. Similarly, it may matter not at all in educational planning whether the attentional problems of a child stem from brain injury or from other causes. Etiological variables may be useful in education but only if they are considered in the context of the educational decisions to be made and not as an end in themselves.

Similarly, prognosis has limited usefulness as an educational approach. Educators are employed to *influence* children's learning and not simply to predict it. One of the great errors in education is that general or broadband variables such as IQ-test results, which predict academic achievement moderately well in almost all situations, are over used in decision-making. Precisely because general intelligence-test results predict learning and performance in many situations, they are virtually useless for making choices among educational situations. Educational decisions require attention to variables that produce interaction effects with educational treatments, that is, variables that help educators *to make a difference rather than a prediction.* This requirement is far beyond the content of psychological reports written in simple terms of "capacity," "expectation," or "underachievement."

Zubin's third purpose, the selection of treatment, cannot be dismissed lightly in the present content because an important purpose of educational classification is to select treatment. Two general classes of treatments should be distinguished, however. The first is oriented to negative criteria, in which case we use terms like prevention, cure, or amelioration, and the second, to positive criteria, in which case we use terms like development, competency, or achievement. In the second case, the concept of prevention is not meaningful in any full sense.

Educational treatments are always positive. They are concerned with teaching and learning, not with the recovery from defects or the simple prevention of problems. The educator "prevents" reading failure not by building antibodies but by teaching reading or its prerequisites with gerater resourcefulness and better effect to more children. To be educationally relevant and to engage the teacher, treatment must involve development and teaching; it is a positive criterior in which the concept of prevention is superfluous. To use Bruner's term, education is a growth science. Insofar as mental health and other fields succeed in specifying positive health-giving, life-fulfilling goals and they orient themselves to pursuing such goals, to that extent there is but little disparity between their concepts and those of education. One might also predict that the more fields such as mental health become oriented to our positive criteria, the more they will find it increasingly useful to join forces with the school.

The view proposed here, in short, is that special educators should stop talking about dysfunctions, deficits, impairments, and disabilities as if they were the starting points in education and recovery from or remediation of them were the goal. Obviously, one prevents problems or creates a kind of invulnerability to insult whenever competencies are engendered, but let us keep it clear that the competencies themselves are the goal.

Thus it can be said that Zubin's third purpose of classification is not suitable to education to the extent that its concept of treatment is oriented to prevention or cure. Education in a free society is predicated upon a commitment to enhance the development of all children in definitely positive ways. Special education is concerned that absolutely no child is omitted from that commitment and it attempts to help differentiate school offerings sufficiently so that all children receive the help they need to develop maximally.

The educational classification of children proposed here make more meaningful the allocation of children among the various instructional systems. For example, we have many different systems by which children may be taught to read; the problem of classification is to allocate each child to the system most likely to serve him effectively. Within this framework, one does not speak of children as "learning disabled" or "remedial cases" just because they require atypical methods of instruction. Furthermore, the purpose of introducing greater variety in reading programs is not to "prevent" reading problems but to teach reading more effectively to more children. To put this viewpoint more technically, educational classification depends upon studies of children using variables that produce interaction effects with instructional systems.

Instructional Systems

The term "instructional system" refers to integrated sets of procedures and materials that may be used to achieve certain major learning goals with children. The systems are themselves complex and require definite, systematic application by well-oriented teachers. As already indicated, examples of instructional systems are provided by the several systems that can be used to teach reading. Some methods are highly oral-phonetic and others are completely nonoral; some use modified orthography in introductory teaching; and some assume and others do not assume linguistic sophistication at the starting point. There are methods that assume normal vision and ordinary libraries and others that depend upon tactile discrimination and special braille libraries. Presumably, the schools of a community should offer all systems that might be needed by any pupil.

The concept of instructional systems is wide open to the development of the future and to the many procedures now used in the schools. The field of special education is defined in terms of its responsibility to help develop and install highly differentiated school programs, many instructional systems, and to see that the related plans and decisions about children are made effectively. The particular systems for which special education carries primary responsibility include many in the category of language learning, cognitive development, psychomotor training, socialization, and affective learning. Systems of language and speech instruction that do not assume hearing or normal auditory feed-back are also quite specialized. Similarly, methods of teaching for mobility and orientation without sight require specialized efforts. The application of behavior-management procedures to produce basic responding, attending, and exploring behavior requires specialized efforts. The offering of especially intensive preschool language instruction to children who have unusual cultural backgrounds presents its own special aspects. Similarly, the management of curricula oriented to "primary life needs" needs specialized attention. One can view the crisis teacher model as a special system for interventions in school operations to serve both pupils and teachers at times of emotional crises. College departments of special education must define the particular competency domains they wish to emphasize in order to help build highly differentiated school programs of these kinds.

It should be noted that the concept of instructional system outlined above does not use child category language. Rather, the emphasis is upon specifying competency domains and specific instructional goals. Hopefully, allocation of children to specialized instructional systems will be approached openly, with the decision always resting upon what is judged to be the best of the available alternatives for each child. One does not start or end with simple categories of children. Similarly, it is proposed that specialized teacher preparation carry labels reflecting the special competency domains rather than the categories of children.

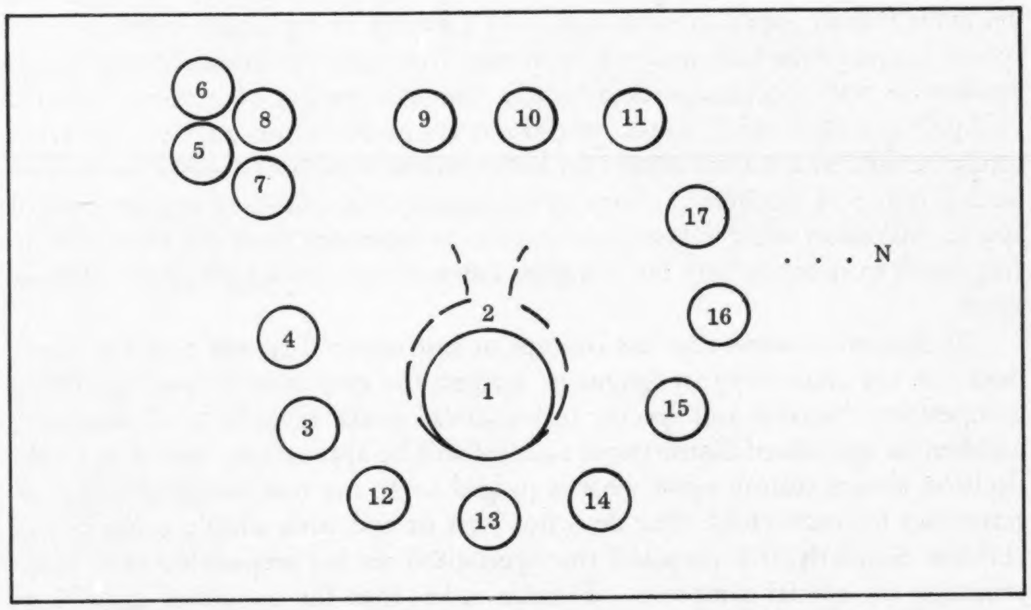
The Relations of Special and Regular Education

To the maximum extent possible, of course, special educators seek to help develop the attitudes and skills necessary to accommodate pupils' unusual needs within the regular school framework. When it is not possible to achieve the necessary climate and specialization of instruction in regular classrooms taught by regular teachers, then other special arrangements are made. But, hopefully, every special educator sees himself as a resource for his entire school and not as one who takes his own little group to some special closet.

In this framework, one can think of special education as an aggregate term covering all specialized forms of instruction that ordinarily cannot be offered by unassisted regular classroom teachers. The relation of "special" and "regular" education may be represented schematically as in Figure 1. The relatively large circle (1) symbolizes the teaching competencies possessed by regular classroom teachers. Competencies vary, of course, but the symbol is useful because regular teachers fall into a kind of modal pattern with respect to the range of their teaching resourcefulness. Clearly, for example, most regular teachers do not know braille reading methods or the Orton-Gillingham procedures, but they are able to teach reading to most children assigned to their classes by using other approaches.

It is incumbent upon special educators to help create as much resourcefulness as possible in regular teachers. The dotted portion (2) of the figure tends to enlarge (1) and represents the efforts that should be made to extend the specialized abilities and sensitivities of regular teachers. The dotted configuration is left open to indicate continuing consultation with and assistance by specialists.

Figure 1. The relations of special instructional systems (3 . . . N) to regular education (1 and 2).



Colleges and unversities, and special education administrators need to exert themselves to devise and implement ways through which this growth of regular teachers and assistance to them may be accomplished. The major part of this growth probably will have to come through inservice education.

All of the remaining small circles (3 ... N) are intended to represent special instructional systems that most often are offered by specially trained personnel. These instructional systems tend to fall into certain clusters, suggesting that several of them are likely to be learned and vended by one person. For example, some teachers become quite adept in handling combinations of lipreading, auditory training, finger spelling, and special systems for language instruction without audition.

Because of the tremendous range of systems or curricula now in existence and likely to emerge in the future, teacher candidates can be equipped to handle only parts of them. Even if they could be given an introductory knowledge of all fields, it is patently clear that they could not keep up-to-date over the years in several such diverse fields as auditory training, braille, and cooperative work-study programs. Thus we think Schwartz's (1967) proposal to train undergraduates in everything from braille to specialized auditory training goes much too far. We do not prejudge, however, that teachers should be limited to a single system or a given number of systems. Indeed, pursuing an idea launched several years ago in Minneapolis under the leadership of Professor Evelyn Deno, we believe that one of the ways in which many exceptional children may be served is by training what might be called "General Resource Teachers," who would be prepared to serve children with a variety of special needs in a team relationship with regular classroom teachers, and who would be backed up by a corps of highly specialized consultants traveling around a city or a broad rural region.

The specialized systems or aspects of the school program can and perhaps often should carry labels reflecting their characteristics. Teachers would also carry the label in some cases as, for example, the "orientation and mobility instructor," or the "preschool language teacher." The tendencies of the past to label the children can well be replaced by special labels for the programs and teachers of the future.

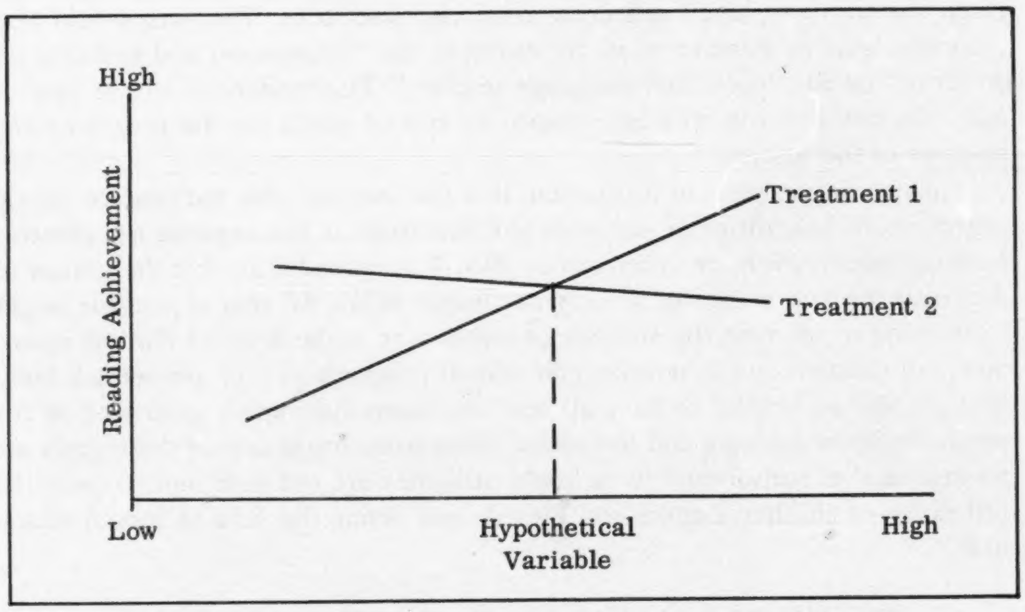
In stressing systems of instruction, it is not intended that the concern should center on technicalities of methods and materials at the expense of affective learning, motivation, or other topics. Nor is it intended in this discussion to diminish the importance of a teacher's clinical skills. All that is possible ought to be done to increase the abilities of teachers to make detailed clinical assessments of children and to develop educational programs as they are needed. Similarly, it will be helpful to have all teachers more thoroughly grounded in the psychologies of learning and individual differences. Important as these goals are for teachers' education and for schools, still they are not sufficient to meet the full range of children's needs and they do not define the field of special education.

The Allocation of Children to Special Instructional Systems

A key consideration in conceptualizing special education as the aggregate of highly specialized instructional systems is the problem of allocating specific children to the various systems. Allocation can be thought of as a special case of classification, what Cronbach and Gleser (1965) call a "placement" decision. In essence, the placement decision involves maximizing the pay-off for individuals within an institution in which several alternative treatments are available (assuming that all individuals are to be retained, that is, that no selection-rejection decision is made). The traditional predictive model of the school is not useful in making the placement or allocation decision and neither is simple categorization by handicaps; rather, we must learn to interpret variables that produce interaction effects with instructional systems. In other words, children should be placed in special programs on the basis of demonstrated aptitude by treatment interactions.

Assuming, for example, that two treatments for teaching reading are available, one finds at least ordinal interaction (Bracht and Glass, 1968) when a variable is discovered that produces an intersection of regression lines, as is shown in Figure 2. At about the point of intersection, noted by the dotted line, it would be best to shift from Method 1, used for low-scoring pupils, to Method 2, used for high-scoring pupils, on the hypothetical variable. Note especially that it is not zero-order prediction that is important for the placement decision but, rather, the interaction effect. Although this example stresses a quantitative model, the general point of view goes to the philosophical and clinical roots of special education programs. It requires a specification of the alternative educational programs and a careful choice among them, not according to simple predictions or

Figure 2. Intersecting regression lines of reading ability as produced by two different treatments against a hypothetical variable.



categories of children, but according to variables that help to make the necessary decisions.

The logic of the approach is quite different from procedures now commonly used, which tend to depend upon certain broad-band variables, such as IQ or decibel loss in the speech range, to make placement decisions. To put this another way, variables that produce similar slants of regression lines for all approaches do not help to choose *between* approaches. When we have learned to specify the variables that should be used in allocating children to special programs we will, of course, have something quite unlike the present simple systems of categories of exceptional children.

There is a great need for research that shows how aptitudes and instructional systems can be joined optimally in educating exceptional children.[2] A limited beginning has been made on the extensive work necessary to clarify relationships between the many possible educational treatments and aptitudes, or personological variables, suspected to be of consequence in educating the handicapped. Bracht (1969) has reviewed 90 ATI studies, and contributed an additional one of his own, of which few were specifically concerned with the handicapped. Only five of the 90 studies met his criteria for acceptable evidence on which to prescribe differential treatments for different subjects based on subject aptitudes. While interpretations of these studies could be made for handicapped children, none actually used handicapped children as subjects. Of the 85 with ordinal results (which are not fully satisfactory, statistically speaking) or with no results, five included handicapped children in their samples. Two studies utilized emotionally disturbed children and the remaining three were concerned with the mentally retarded.

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[2] For lack of space, no attempt at a thorough review of the research is attempted here. The ATI point of view applies to clinical procedures as well as research.

In general, Bracht found that factorially complex measures, such as IQ, which correlate substantially with achievement were unlikely to produce differential performance among alternative treatments on achievement tasks. In his judgment, the more likely areas of pay-off are to be found among specific abilities, personality, interest, and background status variables. Following their extensive review of research on ATI, however, Cronbach and Snow (1969) were somewhat more optimistic about the possibility that broad-band ability measures might produce interactions with educational treatments. Indeed they cited suggestive evidence that general intelligence produces more regressional slant with *rough* or *scrambled* instruction than with *smooth* (small, carefully sequenced steps) educational programs (See also Cartwright, 1971); also that methods requiring *overt* responding may show less correlation with general intelligence than those involving only covert responding. The famous Illinois efficacy study of programs for educable mentally retarded children also produced an apparent interaction effect between IQ and educational placement (regular class vs. special class, using the Illinois MR curriculum guide and teachers prepared in the University of Illinois plan in the special classes). (Goldstein and others, 1965). An intersection of regression lines occurred at about IQ 80, suggesting that children below IQ 80 achieved academically at a superior level when in the special curriculum while those with IQ's above 80 were better off in the regular program. A major challenge to special educators is to design educational programs which do not depend heavily upon general intelligence and to apply them to children low in such general ability.

Studies completed at Minnesota by Arnold (1965), Dietrich (1967), and Shears (1970) are beginning to illustrate the general approach necessary to identify effective differential treatments for children who are homogeneous on a specific relevant aptitude variable. The Arnold study (1965) grew out of a two part study by Burt and Lewis (1946), in which slow learning children (IQ 76 to 83) were taught reading via alphabetic, kinesthetic, phonic, visual, and mixed methods. Over a twelve month period there were significant differences among teaching methods (treatments), but, perhaps surprisingly in view of Bracht's conclusions, differences in age, sex, and social class were not significant. Although not tested statistically, the data suggested that the visual method was most effective and the phonic method least for these slow learners.

Arnold chose a sample of adjudicated delinquents who were poor readers and grouped them for age, IQ, and word pronunciation level. Unfortunately, the groups were not especially homogeneous in actuality. Four reading treatments were applied to each boy: visual, auditory, kinesthetic, and combination following a double change-over design which allowed for assessment of direct effects of treatments. Overall, the kinesthetic treatment was least effective, with only small differences noted between other treatments. IQ differences among groups seemed to make little difference in outcome, while initial reading level was highly important. Unfortunately for the search for interactions between treatments and group characteristics, there were no interactions found, although wide individual differences were noted in the data. Some individuals learned essentially the same amount by each of the four treatments, but others learned twice as much with one treatment as another.

Studying the effects of task and reinforcement variables on the performance of behaviorally disordered children, Dietrich (1967) analyzed her data by subject's behavioral type (Conduct Problem, Personality Problem, Inadequacy-Immaturity) for simple and complex tasks which were neutral or emotional in content, with verbal or material reinforcement to the learner. Her design also called for all subjects to receive all treatments, allowing direct, controlled comparisons of the effects of different treatments on different aptitudes.

Each of the behavior groups showed differences in performance patterns under the various treatments. On the simple task, which showed the greatest differences between treatments, the Conduct Problem and Inadequate-Immature groups performed best when given material reinforcement on emotional content. These groups showed relatively poor ability to attend to verbal and social cues and appeared to profit from a situation with maximum arousal value. However, quite by contrast, the Personality Problem group performed best when given verbal reinforcement on emotional content. This group appeared to reflect considerable sensitivity to feedback from the immediate environment.

Shears (1970) studied American Indian kindergarten children living on a reservation for aptitude by treatment interactions involving readiness level, visual and auditory treatments, and basal reader and familiar words. As in the Arnold and Dietrich studies, all subjects received all treatments in a double changeover design. Readiness level was the personological variable of concern in this study, with two treatments and two types of teaching material manipulated for possible interactions.

The results of Shears' experimentation showed, as expected, that low readiness children performed much less well than the middle and high readiness groups. More important, the familiar words were much more readily learned, particularly among low readiness children. However, while the visual method was significantly better for the low readiness group, there were no other treatment differences.

Cronbach and Snow (1969) cited an early finding in a program of studies by Stallings and Snow (unpublished) which is especially intriguing. Individual scales of the Illinois Test of Psycholinguistic Abilities (ITPA) appeared to produce interactions with alternative methods of initial reading instruction. For example, ITPA Scale #8 (Auditory Sequencing) appeared to "correlate" positively with look-say methods and negatively with phonic methods.

In each of these studies, the interactions between pupil characteristics, teaching methods, and materials suggest that the teacher would be more or less effective depending on the decisions he made to match the teaching method and material to the pupil. The interactions in most studies are no better than ordinal, meaning that a treatment may have been better for one aptitude group at a statistically significant level, but was not necessarily supplanted by some other treatment, also statistically significant, for a group showing different personological characteristics. Thus, while a great deal of clinical and partial experimental support exists for the ATI philosophy expressed here, the experimental statistical proof remains to be more fully demonstrated.

Reasons abound why it should not be necessary for action to await full scientific evidence. Such evidence in the behavioral sciences is extremely difficult to obtain, since control over the variables is nearly impossible to achieve. Moreover, the available evidence does not support current practices which depend heavily on categories, labels, and etiological judgments as a basis for educational decisions. That evidence, while mixed, suggests failure to maximize educational outcomes for handicapped children in the past. However, such individual difference and ATI data as do exist suggest that particular benefits may be obtained from pursuing an ATI philosophy and strategy in making educational decisions about handicapped children.

It should, perhaps, be reiterated that the view of special education proposed here says little about administrative structure. The preceding discussion does not suggest that special education goes on only in special classes or other separated centers. On the contrary, the view espoused here is that "special" instruction should be conducted whenever possible in regular classes and otherwise with as little separation of children from normal school, home, and community life as possible. Many special programs can and should be offered through team arrangements with regular educators.

Summary and Implications

In summary, this view suggests that we try to be more explicit about what special education is. The concept of specialized instructional systems is proposed with major implications for the ways we form both teacher preparation and school programs. It also suggests that we study children in terms of variables that aid in the making of allocation or placement decisions within a highly differentiated school system. The identification of such variables requires research demonstrating aptitude-treatment interactions. This concept of special education radically revises present views of categories of children and special placements by categories or mere surfacing variables. It focuses attention on variables that produce interaction effects with alternative treatment systems rather than to simple description of handicaps and is clearly a claim for a detailed educational definition of our problems and procedures.

If this proposed transformation in views is undertaken, we may expect that *programs* and *teachers* will need special labels, such as the lipreading program, the braille teaching laboratory, the crisis teacher, or the engineered classroom. What we then must do is see that children needing these special systems do, indeed, get them. Hopefully, children will not need to carry labels and certainly need not to be considered *defective, impaired,* or *disabled* simply because the educational procedures needed are unusual.

In administratively organizing school programs, we should maximize the resourcefulness of regular classroom personnel by using teams of teachers and specialists, upgrading regular and special teacher training, using resource rooms, and so forth, rather than to use segregation systems for pupils. However, even with extraordinary efforts, some specialized facilities will nevertheless continue to be needed and it is no service to handicapped children to argue for a precipitous shut-down of all special schools and special classes. The pivotal concern should be the improvement of regular classes and not the abrupt demise of any administrative arrangement.

Training programs for teachers and other special education personnel should be made specific to instructional systems rather than to categories of children. In other words, we should train teachers to braille or of the Orton-Gillingham system, rather than teachers of the "blind" or "learning disabled." Training programs for decision-makers, such as school psychologists, should be radically revised to provide explicit orientation to educational systems.

State and local regulations and procedures for special education should be centered on special *programs* and the people who conduct them, rather than on categories of children. School systems should be offered financial incentives to open several alternative systems for the teaching of reading, for example, rather than for the identifying of learning disabled children. Leadership personnel in special education should center their efforts on improvement of programs, rather than on regulating the boundaries of the categories of children.

Special education should shift major attention to ways of inserting itself back into main-stream educational structures. The legislation, the "earmarks," and the special bureaucracies produced over the past decade have made their point in strong fashion. But, in the process, we have failed to win the leadership and concern of most progressive general leaders in education. Categorical aids should be used to build special education *into* broad programs rather than as a way of excusing general educators from concern with the handicapped.

It is a distraction from the main issues to argue about who is to be blamed for the difficult educational problems of some children. It is no more sensible to argue the extreme case of teacher accountability than the case that a child with problems is defective or inferior. It is analogous to the fruitless nature vs. nurture debates. Neither does it say anything to say simply that both child and teachers, or school systems, are involved. What we must do is to understand the problems and to deal with them in terms of specific interactions of child, teacher, and task. Discussions that fall short of that level are mere rhetoric or emotion. The argument presented here involves focus on specific interactions and not on child or system failures.

Hopefully, the points of view espoused here, if implemented, could serve to take us in the direction of individualized early placement for pupils so that they need not experience long periods of failure before specialized resources are provided. Thus, perhaps, we can learn, gradually, ways for removing the degrading terminology now applied to children simply because their education is proceeding badly. They will have been placed in special programs not because they have failed nor because they are impaired, but simply because that is the most promising educational situation for them.

The legislative structure that undergirds special education is drawn in language that stresses categories and mere surface variables. Perhaps that is inevitable and certainly not unique. In health, for example, much legislation is drawn in general terms such as heart, stroke, mental health, or cancer; but program development does not proceed in such simple categories. Similarly, in special education we may be able to live with social-action groups and legislation organized according to simple categorical language, but we should not let programs and children be confined by such language. The late Ray Graham used to advise special educators to drive ahead in program development and let legislative changes come when necessary to validate new approaches. There is great need now for action in special education that stretches legislation and concepts of the past to include new meanings and more flexible programs.

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A PROGRAMMATIC RESPONSE TO THE QUESTION OF THE NON-CATEGORICAL ISSUE

Enid G. Wolf, Ed. D.*

Justification for Non-Categorical Approach

Looking back into history we find that for centuries handicapped persons either were denied any educational opportunities or were categorically placed, according to their disabilities, often in residential institutions where they remained indefinitely.

With the advent of a general philosophy of an education for everyone plus the proliferation of parental pressure groups, both on the local and federal levels, public school programs for the handicapped became widespread, but the old system of isolating the children into specified groupings remained. This method of dealing with children still is prevalent despite mounting evidence that providing a special class, usually smaller than the average—but little else "special"—does not in fact improve either the educational or social condition of most children with specific disabilities. Much recent discussion concerns the policy of placing all handicapped children in the mainstream of education with supportive services. This has not proven to be an effective alternate solution, particularly with children who have severe handicaps.

It would appear that the intelligent and common sense solution is one which should in total essence contain the elements of (1) classification according to behavioral and learning deficits as well as an inherent base of special methodologies and materials to alleviate carefully diagnosed specific problems, and (a) flexibility in terms of amount of time spent in a special program or with a special teacher. This might range along a continuum from full time placement in a special classroom to a situation where a specialist consults with a classroom teacher about a particular child's problem.

This presents us with a whole new approach to Special Education. We now can delineate an underlying deficit, i.e., poor attention span, poor auditory memory, and see the relation of these to the educational handicaps to be overcome. Children then should receive training for their functional problems rather than classifications of "mentally retarded" or "deaf," etc. which are too broad and meaningless for both educators and students. At the same time allowances need to be made for specific problems—that is, lip reading must be taught to the deaf, braille to the blind—but not because these are "deaf" or "blind" children, but because they are *children* who have a specific sensory deficit and need special training in one particular area, while being similar to other children in most respects.

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Depending on the severity of the handicap the children may need more or less in the way of special services. The method of providing these services in the best possible manner is the subject of this conceptual papers. We see an unhappy trend of fragmentation occuring within the divisions of the so-called "continum of services" if a total, well-thought out program is not implemented from the start.

What then might be the role and goal of a Department of Special Education in a highly populated urban area such as the District of Columbia, taking into consideration present and expected facilities and population as well as services available from within the entire school system?

The obvious fact is that the Department of Special Education should provide services for those children whose physical, mental, emotional or learning disabilities preclude their functioning in the regular school programs without supportive services. This will include those children previously referred to as retarded, emotionally disturbed, deaf, blind, etc. as well as other children who present learning problems of a less specific and difficult-to-categorize nature.

Learning Center Concept

In order to achieve such a goal we have developed the concept of a Learning Center System. We envision Special Education services as encompassing a series of Learning Settings (LS) evolving around the clusters in neighborhood schools with divisions according to chronological age levels of the children. Each setting would provide a Designed Individualized Learning Environment (DILE) based upon principles of accurate assessment of learning deficits, specifying behavioral objectives and individualized instruction.

Within each cluster would be the range from almost totally self-contained classes to a situation where a child can attend as necessary. Because of the flexibility which would be necessary within this total Learning Setting to adequately serve all of the children with special needs, each cluster would need to be complete within itself. While this would not preclude additional smaller-range resource programs in individual schools for children with lesser problems to be treated, it would in essence do away with arrangements of classes for children labeled according to specific handicaps. The only major exception would have to be made in the case of those children who require a special type of physical plant and medical facilities because of health impairments and physical disabilities.

Basically each cluster would contain four classrooms geared to different levels of social and academic achievement (details of which will follow) plus a tutorial resource area where a variety of specialists would be located. These specialists would provide both help in the rooms within the cluster and individual teaching to individuals or groups of children both from the Learning Settings and the general school population. As will be detailed further on, the children served in the latter arrangement may be children who have come up through the Learning settings and graduated into the mainstream but need resource help.

Since these groups are neighborhood based, and categories are not considered of prime importance, there should be less bussing of children which will be a major side advantage of this system.

Description of Learning Settings

The following descriptions will briefly outline the five types of learning settings.

Learning Setting I

This will be a full time special class for children with severe and limiting disorders of any type; severely mentally retarded, profoundly deaf and blind, etc. Such children need a great deal of special help in a very small group with almost completely individualized instruction. These children require a protected environment with intense remediation of deficits which are primarily manifest in communicative disorders and self-help skills. It is expected that upward movement to the next setting will take place as soon as these children have some language skills and function with some independence in areas of adaptive behaviors.

Learning Setting 2

This will be a small group setting on a higher level than LSI. These children are physically able to function independently with major assistance from the teacher, able to communicate and handle themselves in the classroom in some way, (Go to toilet, up and down steps, etc.) There are more group activities but the majority of the teaching efforts are for individual remediation of specific handicaps and learning disabilities.

In both LS I and LS 2 a major goal will be the shaping of behaviors such as paying attention, sitting in a seat—behaviors which in essence provide the underlying structure which will prepare children for a more academic environment. Curricular content will be geared to the needs of the children but most importantly will be presented in small sequential steps with rewards of some type being given for the accomplishment of each increment. This process will involve pretesting in every area followed by consistent attention to each child's learning style, (i.e. visual vs. auditory orientation) and type of interest (since art, music, movement, etc. may have a particular effect on a given child.)

Taking into consideration what is presently the practice in even the most specialized academic settings, such as for the deaf, we find that only a minor portion of the day is actually spent teaching that which is not particularly common to other children such as lip reading. Granted the deaf children have special amplification equipment and the teacher always faces the child when she speaks, but there is nothing to prevent using amplification on an individual basis in the LS's described and speaking directly to the child is good procedure in any event. In fact, poor reading ability is a major problem common to the deaf, a problem shared by many other groups. A major skill emphasized in teaching the deaf, auditory discrimination, has been found to be weak in many children with learning disabilities. Thus we see how much sense there is to combining children according to their real academic problem such as poor reading achievement, poor auditory discrimination, rather than "deaf" or "CLD."

Learning Setting 3

Whereas LS I and LS 2 have a maximum of 6-8 children, this setting will have as many as twelve children who are able to work in a group of this size and whose primary problems are remediation of specific academic disabilities which will still be quite severe. At this level children should be able to be partially integrated into regular classes if they can at all meet the minimum level of a reguar classroom subject (academic or otherwise). There is still much individual work and children may need to fluctuate back to LS 2 for periods of the day if the group situation is too demanding.

Learning Setting 4

This class is still small, 12-14 children, but is managed as a simulated regular class with much group work. Personalized work is provided but primarily when the children can work on their own using machines or programmed materials such as IPI, SRA, etx. If intensive individual work is needed, the option is periods of the day in LS 3.

Throughout LS I to LS 4 a corps of specialists is available on a regular (if not full time) basis to provide intensive therapy for specific deficits such as the lip reading, teaching of Braille, etc. Among the specialists will be those who are able to do diagnostic-prescriptive testing, results of which are passed along to the teachers. Actually the teachers are already engaged in what is essentially "diagnostic teaching" but whereas they are working with materials, processes and content, the testing will provide more specific input to the teacher and provide additional monitoring to the ongoing skill development.

Learning Setting 5

Not an official "classroom" of the types described above, this is a resource and tutorial area supervised by a teacher with specific training in diagnosis and remediation of learning disabilities. He or she also serves to manage the providing of services by the other specialists who would include speech and hearing specialists, itinerant vision teacher, subject matter specialists, and so forth who have previously operated independently from central offices serving isolated children in a variety of schools. They might still continue to serve mildly handicapped children in this way but have special assignments to LS 5. The D teacher, who through his or her position learns the needs and aptitude of all the children, is in essence the primary administrator of the total learning center and makes the arrangements for movement between the learning settings and regular classes.

This setting provides for the child who has been brought to the level where he can pretty well function in the mainstream but for whom the possibility is still likely that partial return to one of the LS's is necessary, or for whom resource aid from a specialist is still needed.

It is primarily at this level that the regular classroom teacher can and must become involved since she is the link between the child and the special arrangements made for him. However, it would be hoped that there would be consistent communication between all the special teachers and regular teachers in the school. Total involvement and cooperation is crucial since there must be immediate action when a child is ready and this can only be accomplished if every teacher is wholeheartedly involved in the project.

General Considerations

In cases where a child is having a problem in a school which does not have a learning setting cluster, a child may be transferred into the closest neighborhood school that does—into any level deemed necessary.

Obviously, the initial task in implementation of this program will be further specifying criteria for LS's rather than categorical labels, although it will probably take time before total orientation is such that this can be avoided.

Every placement of a child in this stated LS continuum is made with a view toward constant movement upward, but with the understanding that in certain cases it may be necessary to place a child in an LS which can provide for more individual and specialized help. *It is for this reason that each cluster must be* complete unto itself and located in a school which is totally accepting of the whole concept. Clusters in neighborhoods will also have to vary in the age and grade range which they will service in general and it is foreseen that at least five levels will be needed: Preschool, 1-3, 4-6, 7-9, and 10-12, will allowances being made for differences which normally occur by virtue of variations in scheduling in the secondary schools.

Administration of these services *must* be maintained within a single department which has enough autonomy to regroup children and change placements precisely when necessary. We see this system as alleviating many problems which now exist for us, such as:

(1) Time spent in waiting for a child to be diagnosed by another department in the school system—a diagnosis which usually has little educational implication;

(2) Children being denied placement because they do not fit into a specified criteria for a certain placement;

(3) Children remaining in self-contained classes because there is no natural movement possibility, or failing to succeed when placed because they are expected to go from a totally protected environment to the mainstream with no interim experience.

It will also better utilize the valuable services of staff with specific skills which are necessary to help some children. These professionals utilize procedures which we do not foresee as ever being totally unnecessary.

I would like to add very briefly in closing that staff development, including training in intelligent use of educational media and materials, is critical to this concept and will be inherent in the Learning Center model which has been described.

A TRAINING BASED MODEL FOR SPECIAL EDUCATION

M. Stephen Lilly*

The field of special education has responded vigorously over the past half century to the problems of children who have been labeled "exceptional." Substantial public support has been developed for special education programs, and as a result the frequency of outright exclusion of children from public education has been decreased. The accomplishments of special educators in the areas of public opinion and positive recognition of individual differences are commendable.

These past activities have been both necessary and effective; however, in combination with a number of parallel forces they may have changed the educational system to such an extent that as solutions, they are no longer appropriate. In solving the original problems facing special education, new problems have been created which demand new solutions. Thus come the present forces for change in the field of special education.

In a recent article (Lilly, 1970) the views of the author were presented with regard to policies and practices in the field of special education. The basic message of the article was that we must change both how we think of children labeled as exceptional and how we behave with regard to them. A new definition of exceptionality was offered which changed the emphasis from exceptional children to exceptional situations in the school, which were defined as follows:

> An exceptional school situation is one in which interaction between a student and his teacher has been limited to such an extent that external intervention is deemed necessary by the teacher to cope with the problem (p. 48).

The purpose of the present article is to set forth an alternative to the special services model presently utilized by special education. The author feels no need to explore the limitations and liabilities of special class services; the available evidence is sufficient to mandate a search for viable alternative service structures. In considering the special service structure proposed herein, it is extremely important to keep in mind the population of children to whom we refer. This population was delineated and discussed as follows:

> The focus of this paper is on the child whose problems can be seen as relatively mild, those children traditionally labeled as educable mentally retarded, emotionally disturbed, behaviorally disordered, educationally handicapped, learning disabled, or brain injured ... referred from regular education programs because of some sort of teacher perceived behavioral or learning problem.
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> This article does not refer to children who have been called trainable mentally retarded, severely emotionally disturbed, multiply handicapped, or to children who are so obviously deviant that they have never been enrolled in any kind of normal school program ... The real focus of the present controversy

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> in special education is on that large group of children traditionally labeled mildly handicapped . . . This is the area in which we must spend considerable time and energy examining both our actions and our motives (Lilly, 1970, p. 43).

Some Criteria

In building a new service model for special education, some criteria must be met if we are to avoid duplicating the problems we purport to be solving.

Zero reject model

The new service model must be a "zero reject" model, meaning that once a child is enrolled in a regular education program within a school, it must be impossible to administratively separate him from that program for any reason. Removal from the mainstream educational program must be an administrative impossibility. A zero reject model accomplishes two very important goals. First, it places the responsibility for failure on the teacher rather than the taught, which solves a moral dilemma which has been called the critical issue for special education in the 70's. If a child fails to learn or irritates the teacher because of some behavior pattern, a zero reject model of education demands that the problem be dealt with by those most directly involved, rather than shuttled to a universal problem solver who treats by isolation.

The second purpose of a zero reject model is to deny ourselves (as educators) the possibility of ultimate failure with a child. If administratively separate programs are instituted, even on a very small scale for the "rare cases," this is planting the same seeds which were planted 50 years ago. The number of children thus served can be expected to grow until we are again faced with the problem we are presently trying to solve. In short, we need a zero reject system to protect ourselves from our tendency to blame and label children for failure and to prevent acceptance of easy "solutions" to complex instructional problems.

Supportive role of special educator

A second necessary characteristic of an alternate special education services model (implied in the one previously stated) is that it must place the responsibility for rectification of difficult classroom situations squarely on the shoulders of the regular education teacher. Special education can no longer be a source of complete self-sufficient educational services for children. Special educators must provide support and training for the classroom teacher, rather than provide repositories for children from whom a teacher needs relief.

Self sufficient regular teachers

The third criterion, related to the first two, is that an alternate special education system must have as its first goal the enhancing of classroom teachers' skills to the point that problem situations in the classroom can be handled adequately by the individual teacher without resorting to complex (or even simple) networks of outside support service. In other words, our goal is to make teachers self sufficient, able to handle problems rather than refer them.

Given the above criteria, it is obvious that something totally new is needed in the way of a special education services model. Special classes cannot meet these criteria, nor for that matter can the vast majority of diagnostic-prescriptive programs or resource rooms now in operation. What is needed is a training based special education model, the function of which is to provide training for classroom teachers, not to provide direct services (of any nature or extent) to children. Special educators must be teacher educators, as opposed to teachers, diagnosticians, prognosticators, or prescribers. In the following sections, the implications of such a special services model will be explored with regard to four areas of current special education functioning: direct services, administration, teacher education, and legislation.

Implications for Direct Service Functions

A training based model for special education would make necessary some rather basic changes in current school services. Upon referring a child, a teacher would be offered the services of an instructional specialist whose function would be to instruct that teacher in ways to handle the referred problem as well as other identifiable problems within the classroom. The task of the instructional specialist would be to equip the teacher to deal with the class as it exists, to handle both behavioral and academic problems.

While in the classroom, the instructional specialist would work with the teacher in such areas as diagnosis of problems in academic skill areas, specification of both individual and small group study programs, behavior management procedures, and group and individual reinforcement patterns. In short, the instructional specialist would teach skills deemed necessary to enable the classroom teacher to cope effectively with the classroom situation. At no time during the period of service would the instructional specialist remove a child from the classroom for individual work, whether it be of a diagnostic or tutorial nature, *for this practice in no way contributes to preparing the teacher to perform this function in the future.* The job of the instructional specialist is to change the behavior of the teacher thereby enabling him or her to change the behavior of the child.

In considering the role of the instructional specialist, it must be kept in mind that this person will replace the special education teacher and will be employed by and based in the school. The initiation of services will be accomplished through a referral of a problem situation by a teacher, the same process presently used for initiating special education services. Thus, as is presently true, the teachers who would be served are those who perceive themselves as wanting help and needing it. This model in no way suggests compulsory teacher training, nor does it provide methods for dealing with teachers who need help but do not choose to seek it. When help is sought, this model provides it from within the school, in the form of training provided by an effective and knowledgeable peer.

It is proposed therefore that special education abandon its present child centered service function in favor of a teacher centered program aimed at upgrading skills of all teachers. It is suggested that special educators become teacher educators and focus their considerable efforts and energies in that direction. And further, it is recommended that this be the only alternative offered to educators seeking special education services.

Implications for Administrative Functions

In considering a training based special education model, many administrative concerns arise. What is to happen to existing special education programs and the teachers employed in them? What is the cost of a training based program and who will foot the bill? How are parents, board members, and legislators to be sold on such a major overhaul of special education programs?

With regard to the first question, special education programs would be discontinued and all special service personnel (special educators, school psychologists, remedial reading teachers, etc.) would be reassigned. Some of these persons would become instructional specialists, and the others would be assigned to teach in the mainstream program. (For the majority of persons, this would represent a return to their original position.) Additional instructional specialists would be recruited from the existing teaching staff, from among regular education teachers who have exhibited both the teaching and the interpersonal skills necessary to function in this most challenging role. The emphasis would be on recruiting persons who are competent teachers and effective in interacting with their peers, *without regard to present teaching assignment or program affiliation.* Reassignment of this type, indeed initiation of the entire training based special education program, would require more contact and cooperation than is typical between the special education administrator and his colleagues across the hall—a problem which should be rectified if special education programs are to have an impact in the future.

With regard to the second administrative question, cost and sources of revenue, it must be emphasized that the training based service model is intended to *replace,* not supplement, existing services. Thus, the total special services budget could be made available to support such a program without any additional cost to the school district.

Perhaps the crucial question with regard to cost is embodied in the third administrative question above, i.e., how do we convince those who control the budget that such a change is necessary? At the present time, it is possible with minimal effort to convince the general public and education control agencies that special education is not accomplishing its objectives and is in many ways harmful to the children it enrolls. In many areas, in fact, people and agencies are becoming aware of this without any help from us. Special education is encountering questions of accountability which are soundly based and must be answered.

The one area in which special educators' success throughout the years cannot be questioned, however, is public relations. Special education has successfully taught both the general public and the field of education to recognize and deal with exceptional children to the point that the commitment is often more emotional than rational. While this may seem to be a retardant to change, it is a positive sign in that we can expect to be as successful in our retraining as we were in our original attempts. The training based special services model is good for children and ultimately provides a stronger corps of teachers. Furthermore it assures that inservice training of teachers is both current and relevant to their needs. In short, it can be sold because it is logically and functionally sound.

Implications for Teacher Education

Obviously, a training based service model has some rather direct implications for university based teacher education programs. Perhaps the first implication is that if instructional specialists are to be put in the field, they must have a "bag of tricks," a set of skills to teach. This demands that desired competencies of special educators be stated in functional terms and training be geared specifically to these stated skills. An instructional specialist must be a "generalist," and training in the traditional categorical areas will have little relevance to his or her functioning in the school. In short, we as special educators must decide what it is we do well and train instructional specialists to impart this to classroom teachers. Some preliminary indications of necessary skills have been mentioned above, including diagnosis of problems in academic skill areas, specification of individual and small group study programs, behavior management procedures, and group and individual reinforcement patterns.

Instructional specialists must become experts in all areas of behavior and curriculum management, and at the same time, must develop interpersonal skills necessary to conduct successful teacher education. Students should be presented with the newest and most successful techniques and should have adequate opportunity to practice these skills during the course of the program.

In addition to preparing teacher educators in the form of instructional specialists, departments of special education would have another major responsibility in a training based special education model. If the purpose of special education is to provide all teachers with the competencies necessary to solve classroom problems, then logic dictates that some attempt should be made to equip teachers with these competencies during their preservice training. Thus, in addition to a graduate level program for instructional specialists, departments of special education would offer a basic training unit to all students enrolled in elementary or secondary education. Within this unit, the competencies identified above would be taught and applied so that new teachers would begin their careers more capable of dealing with classroom problem situations.

Thus, university based special education training programs would have two functions: (a) to equip teacher educators to serve as instructional specialists in school districts, and (b) to provide basic competency training to all elementary and secondary education students. While this would constitute the undergraduate and masters level program, doctoral level training of researchers, administrators, and teacher educators would continue,, with emphasis again on a competency based training curriculum.

Implications for Legislation

The legislative basis for special education at the state and Federal level is rather specifically written and is not generally suited to the type of special education program outlined herein. Most state laws provide reimbursement for special education services based on the number of children served by catagorical areas. Obviously, another funding base must be sought if special education is to offer direct services to teachers rather than children. Examples of teacher based reimbursement systems are available (e.g., Minnesota), and legislative problems with regard to the changing nature of special education should be full explored. A first step toward solution of this problem would be the convening of a special conference for the purpose of (a) evolving a number of alternative legislative structures which would allow broader experimentation in the field of special education and (b) evaluating the various alternatives produced. When faced with legislation as a deterrent to change, this author finds it difficult to accept that the creative talent necessary to develop alternate funding bases designed to encourage innovaion does not exist in the field of special education.

A frequent argument in favor of maintaining present special education legislation is that "legislators tend to think in terms of categories." In response to this, it can be said that with regard to special education, legislators think in ways that we teach them to think, and we have taught the categories well. Our first job as special educators is to make a difference in the way children are taught, and our top priority must be in seeing that such a difference is made. Thus, our first decision must be strategical with regard to children and teachers, and once that decision is made—assuming it is based on sound logic and educational practice—selling it to legislators will be a matter of time and effort. As mentioned above, public relations has never been a weakness in the field of special education.

Conclusions

In review, a training based model for special education services has been presented, the goal of which is to equip regular classroom teachers with the skills necessary to cope with problem situations. What has been presented is an overview of a new special services model, and it is not specific with regard to program content, teacher skills, or change strategies. Regarding the latter, this author is not calling for an administrative edict doing away with all special classes. If this model is to be implemented, it must be done through phasing procedures, designed to allow a school district to move gradually from existing services to a training based system. In a sense this article is offered as a seed, not a tree.

As implied earlier in this article, change is both inevitable and desirable in the field of special education. It has long been a cliché that special educators are working to put themselves out of business, and acceptance of a training based special services model is a first step toward putting truth to a timeworn statement.

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TOWARD THE DEVELOPMENT OF A NON-CATEGORICAL CORE METHODS PROGRAM IN SPECIAL EDUCATION: A PROGRESS REPORT[1]

Raymond M. Glass, Keith E. Stearns,
Roy S. Meckler and Susan K. Shuster[2]

This conference, devoted to concerns for the categorical approach typically employed in the education of exceptional children, is extremely timely. With the cost of education skyrocketing and with federal, state, and local funds needed to support education becoming increasingly tight, educators are being asked to justify their practices in terms of pupil outcomes.

Although services to handicapped children have tended to receive preferred funding considerations in the past, special education is no longer immune from accountability. Thus, for the first time,in our relatively short history, many of the basic assumptions generally accepted in special education are being questioned not only by our professional colleagues (Dunn, 1968; Lilly, 1970; MacMillan, 1971) but by our clients (Leary, 1970) as well. Receiving the greatest amount of criticism are the following assumptions:

1. That children labeled "mildly retarded", "mildly disturbed" or "learning disabled" represent three distinct homogeneous groups and therefore require separate educational services.
2. That segregated educational services for "mildly retarded", "mildly disturbed", and "learning disabled" children result in positive academic and social experiences for such children.
3. That assigning labels based on a medically or psychologically derived disability classification does not have negative consequences for children.
4. That "mildly retarded", "mildly disturbed" and "learning disabled" children cannot (or should not) be instructed by regular class teachers in regular classrooms, and;
5. That standardized assessment instruments (particularly intelligence tests) provide a reliable and valid procedure for determining the educational needs of children, particularly children of minority group origin.

With mounting evidence suggesting the invalidity of these assumptions, a critical question arises: how can the skills of special educators be used to maximize learning for children without stigmatizing them, without creating a segregated and parallel school system, and without denying the existence of individual and cultural differences in our society?

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[1] A preliminary version of this paper was presented by Howard H. Spicker, Chairman and Professor of Special Education at Indiana University, at Columbia, Missouri, March 22, 1971.

[2] Raymond M. Glass, Roy S. Meckler and Susan K. Shuster are Assistant Professors of Special Education at Indiana University. Keith E. Stearns is Associate Professor of Special Education at Indiana University.

In attempting to apply this crucial question to training in special education methods, several major weaknesses were identified in the categorically based undergraduate special education teacher training program at Indiana University.

1. Although there were separate teaching methods courses in mental retardation, emotional disturbance, and learning disabilities, much content overlap existed between these courses. For example, each special education methods instructor taught basic observation skills, basic remedial skills in content areas such as reading, arithmetic, and oral language, as well as basic skills of classroom management.

2. Although content overlap existed, individual instructors provided uniques skills and orientations not received by students in other special education methods courses. For example, students in the methods course in teaching mentally retarded children did not receive ample instruction in affective development of children while students in the methods course in teaching emotionally disturbed children did not receive ample instruction in remediating academic difficulties.

3. The existence of separate categorically determined methods courses conveyed an expectation that children with different categorical labels have different learning needs that require uniquely different teaching methods, skills, and orientations.

4. Incorporation of special skills of faculty members not teaching any methods courses was not obtained.

To reduce some of these weaknesses, a teacher education curriculum revision project was initiated within the special education methods courses required for teacher certification in mental retardation, emotional disturbance, and learning disabilities. The major objective of this project is to develop a non-categorical core program in special education methods and to initiate development and field-testing of teacher training experiences (modules) consistent with the objectives of the non-categorical core program. In addition to the core modules, time will be reserved for experiences that may be unique to specific areas. For example, students wishing to work with trainable mentally retarded children will receive more intensive training to supplement the core program.

The remainder of this paper represents a progress report of this curriculum revision project. Included in the report is a discussion of: (1) the relationship between the curriculum revision project and the Center for Research and Development on the Improvement of the Teaching of Handicapped Children at Indiana University; (2) a model for conceptualizing core instructional areas; and, (3) immediate plans for implementing the core program in special education methods.

Relationship Between the Curriculum Revision Project and the Research and Development Center

At the same time that the curriculum revision project was initiated, a major thrust in the Center for Research and Development was defined. This thrust focuses on the development and dissemination of teacher training packages in areas such as behavioral management, group discussion techniques, team supervision procedures and simulation training experiences.[3] Each methods instructor is on the staff of the Center for Research and Development thus establishing a direct relationship between research and development activities and curriculum revision in teacher training. As training packages are developed at the Center for Research and Development, they will be field tested and incorporated, where appropriate, in the core methods program.

A Model for Developing Core Objectives

To help conceptualize broad objectives for the core methods program, a model appearing in David Hunt's paper entitled, "A Model for Analyzing the Training of Training Agents" (Hunt, 1966) was adapted. Initial core areas generated by the adaptation of the model include: (1) diagnosing learner characteristics along dimensions that have relevance to the teaching-learning process; (2) specifying learning tasks children need to master in the cognitive, affective, and psychomotor domains; (3) being able to use a variety of methods and procedures to help children master various learning tasks; and (4) being able to match learner characteristics and needs with specific teaching-learning programs to accomplish specific learning objectives. For example, to conduct an effective reading program for children, trainees must at least be able to: (1) diagnose reading skills, determine preferred learning modalities (i.e., visual, auditory, tactual) and determine the type of structure and rewards best suited for children; (2) prescribe specific learning objectives in reading; (3) use a variety of reading approaches suitable for children who are visual, auditory, or tactual learners and use approaches that differ along a structural continuum (e.g. highly structured procedures as Sullivan Programmed Readers or Bereiter-Engelmann pattern drills; less structured procedures as an experience chart approach); and (4) finally, match learner characteristics and needs with appropriate programs for specific children.

To help develop specific core modules, a "module" was defined as an instructional unit that specifies: (1) the skills or knowledges to be mastered; (2) the potential impact of the skill or value of the knowledge for specific children; (3) procedures for training teachers; (4) procedures for trainees to develop the skill or knowledge in highly controlled (i.e., simulated) situations; and, (5) procedures for evaluating the trainee's effectiveness in demonstrating the skill or knowledge in a simulated situation. As the core methods program more clearly specifies trainee skills to be mastered and demonstrated in classroom teaching, a sixth step will be added. The sixth step will be to demonstrate the use of a skill or procedure in student teaching settings and to evaluate the impact of the specific procedure in terms of pupil outcomes.

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[3] Drs. Melvyn Semmel, Merrill Sitko, Albert Fink and others, in addition to the authors, are directly involved in this thrust. Special thanks are given to Dr. Melvyn Semmel and Sam Guskin, Center for Research and Development on the Improvement of the Teaching of Handicapped Children, for their suggestions regarding the organization of the curriculum revision project. Many other faculty members have been of assistance in the project particularly Howard H. Spicker, Chairman, Department of Special Education at Indiana University and Richard Dever, Assistant Professor of Special Education at Indiana University.

Thus, four major areas of training have been identified within the major special education methods courses. Moreover, a procedure for developing specific core training modules has been adopted. The following overview represents a progress report of work completed thus far in the implementation of the noncategorical program.

Program Implementation

In the first core area, diagnosing and understanding children along dimensions that have implications for teaching, the Introduction to Special Education Course, once taught along traditional medical and psychological categories, has been revised to be compatible with the core methods approach. The course is designed to provide students with an overview of basic tools, concepts, and remediation procedures which cut across categorical boundaries. For example, a unit on basic tools and concepts for understanding children examines language development, basic ego functions and affective development, physical and motor development, different learning modalities, intelligence as a concept and teacher-pupil interaction variables as they relate to mildly handicapped children. Another unit on educational remediation concepts provides an overview of the goals and methods involved in pre-school education, basic academic remediation techniques, behavioral management techniques, the development of social and self-help skills, and the use of instructional technology. The goal is to make students' first exposure to special education one that focuses their attention on how children perform rather than on what particular labels they possess, how prevalent handicapping conditions are, and what administrative arrangements exist for children with different categorical labels. It is not expected that all objectives in the first core area will be met through this course experience and a search for additional modules will be conducted.

In the second core area, specifying learning objectives in the cognitive, affective and psychomotor domain, clarification and modification of course objectives is being obtained since some of the content in this area is taught by instructors outside the special education department. For example, students take two elementary methods courses in mathematics and language arts. Regular meetings with the course instructors have resulted in the establishment of special sections for pre-service special education majors. The content of these sections provides students with a thorough analysis of the developmental sequence involved in reading and mathematics (learning objectives) with an emphasis on the variety of approaches which can be used to implement the teaching of these subjects.

The most work in developing core modules thus far is in the special education methods area because the instructors are directly involved in developing the core program. While the bulk of the training modules lie in area three of the model, developing special instructional methods and procedures, some modules are also being developed that fall into other areas. In the fall of 1971, pre-service students will enroll in methods courses in mental retardation, emotional disturbance and learning disabilities and will receive the core modules described in the remainder of this paper. The traditional course titles have been preserved to meet existing state certification patterns which are categorically based. The modules, to be developed and implemented this fall on a trial basis appear below.

In the area of diagnosing educationally relevant learner characteristics and needs, three modules are being developed.

1. *Developmental Tasks in Special Education:* This is a knowledge oriented module designed to help students review various developmental functions. Ego development, language development, academic skill development, gross and fine motor development, etc., will be presented. The module will be designed to provide background knowledge so that informal assessment of children's development can be obtained by direct observation of children's behavior.

2. *Determining the Child's System for Processing Information in Reading and Mathematics:* This is a knowledge and skill module involving learning to assess and prescribe instructional material according to specific learning characteristics exhibited by children. For instance, does the child learn better by an auditory, a visual, a kinesthetic, or a combined approach? If the child's information processing system can be evaluated in these terms, then interventions, compatible with specific learner characteristics, can be prescribed.

3. *Black Dialect: Decoding and Encoding:*[4] The purpose of this module is to develop an understanding of the linguistic order of Black dialect. It is assumed that developing such an understanding will not only facilitate communication between student and teacher but will also serve as a means of assisting preservice teachers to develop a more positive attitude towards speakers using Black dialect. As the vast majority of preservice special education teachers at Indiana University come from middle class white environments this module is considered to be of critical importance.

In the area of developing specific teaching methods and teacher-pupil interaction strategies eight modules are being developed.

1. *The Use of Behavior Modification Procedures:* This is both a knowledge and skill module in which the student will review learning principles and learn to use a variety of behavior modification procedures to help accomplish diverse learning objectives. Skills in applying different rewards contingencies, selecting, with children, specific meaningful rewards, and conducting actual behavior modification programs with children as well as evaluating the impact of programs on the performance of children will be developed for application to classroom and home environments.

2. *Conducting Group Discussions:* This is both a knowledge and skill competency where the trainee will learn to engage students in discussions regarding

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[4] McDonald-Phillips, Lillie. *The Development and Evaluation of a Program for Prospective Teachers: Decoding and Encoding Black Dialect.* Unpublished typewritten manuscript, Indiana University, 1971.

such issues as their perceptions about school, specific interpersonal relationship issues, and general human relations issues. Trainees will be encouraged to learn to exhibit a non-moralizing attitude, demonstrate high levels of acceptance of student responses, probe students responses, and establish a climate where students are encouraged to freely participate and respond to one another.

3. *Conducting Group and Individual Life Space Interviews:* A Life Space Interview is essentially an "on the spot" interview procedure designed to either help a child more effectively cope with a momentary flood of emotions such as frustration, or to learn something about his behavior so that he can avoid the same difficulty the next time a particular incident occurs. Life Space Interviewing represents both a technique and a strategy for approaching children when they are faced with particular stress. The basic strategy calls for a non-moralizing, problem-solving attitude on the part of the teacher in response to particular affective or behavioral episodes that occur in the classroom. Trainees will learn basic principles of Life Space Interviewing through a series of role playing experiences and discussions.

4. *The Use of Peer (trainees) Evaluation and Supervision Procedures:* This is both a knowledge and skill module where trainees will review basic principles of observation and apply these principles to analyzing each other's teaching behavior. Skills will be developed related to the gathering of observational data, and the utilization of verbal feedback mechanisms which the trainees will employ in their analysis of each other's teaching behavior.

5. *Basic Classroom Behavioral Management Skills:* This is both a knowledge and skill module where trainees will learn and practice basic skills involving the management of "surface behavior". Specific controlled learning experiences are being developed to assist in developing competencies in this area.

6. *Designing instruction:* This module is both a knowledge and skill module. The knowledge component will center on "learning about" the instructional development process as a method for designing and developing curriculum components. The performance aspect of the course will consist of the development of a specific teacher-learner package for an individual or a group of individuals who have been identified as handicapped. Each student in the module will complete a teacher-learner package for a single learnable task. Currently, this package consists of defining a behavioral objective for a learnable task, analyzing the task, specifying success criterion matched to the task analysis, suggesting instructional strategies and materials, and providing a rationale for including the specified learnable task in the curriculum.

7. *Language Development Programs:* Selected programs designed to stimulate language development will be presented. Emphasis will be placed on developing basic skills in utilizing these programs through role playing experiences with peers and/or direct participation with children.

8. *Games and Role playing experiences for Children:* Game and role playing activities as instructional methods for use with children in reviewing basic academic skills, developing social learning skills, awareness of others and self will be reviewed. Emphasis will be placed on helping trainees to utilize and generate games.

The fourth core area, matching pupil learning characteristics and needs with teaching methods to accomplish specific instructional objectives for children will be implemented by a sequence of practicum experiences which are being established in the community. At the present time, students in the special education methods courses participate in local classrooms and engage in directed observation and individual tutoring. Students are asked to demonstrate particular competencies by presenting tape recordings, test results, reports, and teacher prepared materials. In addition, they are observed directly by advanced graduate students who are preparing for teacher training positions. It is anticipated that the development of simulation experiences as well as establishing a closer relationship between the core methods program and student teaching will bring greater clarification in the fourth core area.

It should be mentioned that the core modules are only one part of the proposed non-categorical program. Several instructors have great anxieties about developing a program that focuses only on specific "things" to be learned. Thus, there needs to be a humanistic aspect to the training program to balance the mechanistic core approach. Next semester, in addition to providing the modules, the methods instructors will conduct weekly small group discussion sessions where emphasis will be placed on developing skills of effective communication, examining personal philosophies and attitudes regarding special education, and filling in gaps not provided by the few trial modules. Emphasis will also be placed on directing trainees to consider utilizing their skills to help regular classroom teachers to more effectively instruct a wider range of children in their classrooms. In addition, one afternoon each week will be reserved for faculty members and students wishing to test new modules or to conduct open discussions on key issues.

The development of a non-categorical special education methods training program would not be complete without an evaluation process. With the assistance of the staff at the Center for Research and Development, evaluation will focus on the internal aspects of the core program, and the performance of the trainees. Internal evaluation will focus on questions related to how effective the modules are in teaching particular competencies to trainees. Trainee evaluation will involve four fundamental questions: (1) do trainees actually utilize the competencies when they leave the university and begin their teaching; (2) do trainees differ in their teaching approaches from trainees taught in traditional training programs; (3) do specific competencies such as life space interviewing, conducting class discussions, and utilizing a variety of modalities in teaching reading significantly influence the progress of children; and (4) do graduates maintain a non-categorical stance in their teaching?

This paper has presented a description of a core methods program in its embryonic stage. It would not be appropriate to suggest that such a program is the only legitimate response to needed change in training preservice teachers. Rather, experimentation with a variety of training approaches appears to be needed with a focus on bringing clarity to instructional approaches, particularly when these approaches attempt to focus on an issue as significant as categorical/non-categorical training in special education.

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INSTITUTE ON EDUCATIONAL PROBLEMS OF DESEGREGATION*

Paul M. Retish**

The impact of mainstreaming mentally retarded children into the regular classroom can have a harsh affect on that classroom teacher and the two educational systems. This report concerns itself with an Institute on Educational Problems of Desegregation dealing with the attitudes of elementary school personnel in desegregated situations. By a desegregated situation I mean a teacher, a principal, a psychologist, etc., who teach in a school or in a school system that has some minority group representation. It is mandated by the Institute that segregated schools and segregated school systems are excluded from this Institute. Therefore, any system that caters strictly to minorities is excluded, as well as schools that cater strictly to whites. The purposes of the Institute are: (1) to explore the attitudes of elementary school personnel concerning minority groups, under-achievers, and stereotyped behavior; (2) to explore the effects of these attitudes in classrooms, schools, and school systems; (3) to encourage each person to become aware of these attitudes; (4) to help those professioals change or inhibit their attitudes; and (5) to encourage the initiation of similar institutes at the local level.

It seems appropriate at this time to explain the connection between an institute on Desegregation and the concept of the categorical versus non-categorical issues that we are discussing at this Conference. There is enough evidence (Dunn, 1968; Rosenthal, 1966; Goldstein, 1965)[2] that classes for high-functioning children, regardless of their label, are antiquated and encourage prejudicial treatment. Therefore, the issue of whether these children should be taken out of a segregated facility and placed into an integrated facility is contingent on the information we have relative to the attitudes and feelings of the elementary personnel who will handle them.

It has been estimated that between 80 and 90 percent of the people in special education classes are either of minority group heritage or of lower socioeconomic rank. Therefore, an Institute on Desegregation is quite pertinent to the whole issue of categorical versus non-categorical placement. The attitudes of the elementary school personnel who will have to service these children if they are mainstreamed are extremely important. Hence, this Institute is very relevant to the concept of mainstreaming.

A workshop met for two weeks in the summer of 1970, and three Saturdays during the 1970-71 academic year; there remain two Saturday sessions and a two-week workshop to be held during the summer of 1971. Personnel taking part in the workshops are composed of teams from school districts around the state of Iowa. A point of explanation is necessary here: Though Iowa does not have a large minority group population, it does have the unique situation of having rural poor, city poor, minority group poor, as well as representatives of most minority groups. Teams of elementary personnel were solicited from school districts around the state of Iowa. A team is defined as a teacher, counselor, school psychologist, and principal. Sometimes only partial teams volunteered and they have been accepted into the program. There are 93 people taking part in the Institute. Sixty teachers, 18 principals, 6 psychologists, 8 counselors, and 1 assistant superintendent are enrolled. The minority group representation is 15 blacks, 2 Chicanos, and 76 undifferentiated. All of the personnel taking part in the Institute volunteer their services and their time. The Institute does pay the participants a fee, but they must take care of all other expenses including course credit from The University of Iowa.

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*An Institute for Elementary Personnel on Educational Problems Occasioned by Desegregation. OEG-0-71-0366 (208), I-6013, P.L. 88-352, Title IV, Sec 404 Appn: 7510215 CAN: 2000914.

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Contact with the school personnel was made through the superintendent, who in turn notified the local schools. Many schools indicated that they thought this was a very fine Institute on Desegregation; however, their school districts did not have these problems and they could not, or did not want to, participate. Some of the same school districts who indicated this have had racial problems in their schools.

The staff for the Institute is composed of four permanent staff members who have been trained by the National Training Labs. They are responsible for coordinating and planning the individual sessions. They are also responsible for training and helping to aid the six small group leaders who have previously had training in small group work.

The program for the Institute workshop was as follows:

1. Selected presentations. Invitations were extended to people who had certain characteristics and certain competencies that we felt were relevant to the needs of the group. Presentations were made on testing, the use of tests, and the differences in tests with majority and minority groups; discussions relative to these particular subjects were encouraged.

2. Presentations on the heritage of minority groups in the United States. For the purpose of this presentation, minority groups were defined as Blacks, American Indian, or Chicanos.

3. Presentations by teachers who have taught in inner cities around the Midwest and could describe some of their feelings before and after their experiences.

The Institute's program consisted of tasks which were designed on a small and large basis so that they would help each individual taking part in the Institute to recognize his background, his attitudes, and his cultural loading, which he brings to each situation. Therefore, in order to present the program, a task connected with each group will be identified and explained along with the outcomes and discussions emanating from them.

All situations were videotaped and these videotapes are always available for review. Therefore, individual and group reactions to situations are on file. This has been quite helpful for discussions contrasting how the individual perceives himself as compared to how he appears on a videotape.

All group work, large or small, was processed; that is, groups of personnel volunteered to observe situations and keep track of the interaction patterns. After each of the presentations, the processors indicated their results to the whole group and were able to be somewhat objective about interaction patterns noted during the task.

The program itself consists of five stages.

Stage 1—*Small Groups.* Each of the personnel taking part in the Institute was given a home group. These groups were sent to locations where they would not have contact with any one else and were encouraged to develop communication patterns within the group. Furthermore, the small discussion group leaders encouraged the group to ask questions as to the purpose of the Institute and their presence. Outside sources were brought in to encourage the small groups to start communicating with each other; for example, the movie, "The Eye of the Beholder," was shown to each group. Participants were encouraged to discuss what they saw and how they saw it; the discussions led to why did you see what you saw. The responses were explored and the significance of the questions asked was examined.

Stage 2—*Task Groups.* The participants were divided into larger groups, and each was assigned a task to be carried out with, or in front of, all the other personnel in the Institute. One group did stereotyping behavior. Volunteers were asked to portray an identified minority group; then the people observing had to identify the group being demonstrated. A discussion was held on the usefulness and dangers of stereotyping. Ninety percent of the personnel felt stereotyping was a necessary commodity in education and that it helped a teacher to understand the "kind" of person being taught. Therefore, stereotyping and understanding the stereotypes in the classroom were judged necessary. It is very difficult at this point to indicate to the personnel the dangers in stereotyping, though their discussions indicate some reservations.

Stage 3—*Large Groups.* Six large groups with 15 members in each group were developed. The leaders of the Institute assigned tasks to the whole group that encouraged competition. One such task was the building blocks design. All groups were told that they must build a replica of a model prepared by the staff. Four groups were given a container filled with blocks with the necessary colors and shapes to imitate the building; two groups were shorted the necessary blocks. Therefore, bartering and/or trading occurred between the six groups. (All of this was videotaped.) Discussions were held regarding competition, cooperativeness, intimidation, masculine coercion, chauvinism, etc.

Stage 4—*School Activities.* Each person was assigned the task of developing materials they could use in their home schools. For example, one second grade teacher cut out pictures of whites and blacks and asked her students to make up or write stories regarding them. She found that the students portrayed the blacks as the bad guys and the whites as the good guys. This was discussed and the groups concluded that most of these feelings come from the home rather than from the school.

Stage 5—*Packages.* The personnel are now trying to develop packages that can be used in classrooms by other teachers, other school personnel, and other school systems to develop a similar Institute. These are presently being field tested in their local schools by the personnel involved.

Evaluations for the Institute are being conducted by the staff using three sources: the FIRO B, FIRO F, and The Adjective Check List by Gough. All of these are being used by the personnel as self-guidelines and pre- and post-measures of their own attitudinal changes. Interviews and videotapes are also used to gather some of the data. The findings at the present time are tentative since the Institute is only partially completed. There is a general feeling of surprise by the lack of movement by much of the personnel. The movement that has occurred is that the participants now recognize some of their attitudes and how they have been affecting a classroom. Therefore, attitudes can now be dealt with on an open basis.

Findings

The tentative findings are based upon discussions and the data generated through an evaluation of the available videotapes and research instruments. The personnel agree that stereotypes are necessary commodities in a school situation. The question was raised regarding the line between necessary stereotypes and stereotypes based upon ignorance and prejudice. When the videotapes were reviewed by the participants, the stereotyped behavior elicited was obviously based upon prejudice. It was very difficult for the individuals concerned to admit this prejudicial behavior and, therefore, the group allowed the obvious to stand on its own merits.

Another tentative conclusion at the present time is that many groups of children entering a classroom will be categorized and evaluated based upon the teacher's preconceived notions. Furthermore, there seems to be agreement among the personnel that there are children who just do not belong in school—the so-called excludable child. Discussions relevant to this topic have been scarce, yet there is agreement among the teachers that there are children who do not belong in regular classes or in school at all. Most of these children are identified as coming from a particular group or from a particular socioeconomic level. The personnel seem to be in agreement that these children are easily identifiable and there is a history of these children in classrooms.

Generalizations

If it were possible to make some generalizations at this early stage of the Institute, two stand out. (1) Teachers are prepared in the cognitive domain in terms of teaching children but the effective domain is inadequate. Teachers are entering classrooms unprepared for the varieties of children they will meet and, need training to deal with heterogeneous groups of children. Therefore, it is imperative that teacher training start training teachers to teach the majority of children rather than a small homogeneous group. (2) To be somewhat optimistic, an Institute that deals with attitudinal problems seems to have some meaning in a full teacher training program. The personnel availing themselves of this Institute said they feel much more comfortable in their local schools and think there would be others who would have great use for this type of Institute.

When discussing mainstreaming mentally retarded children, the preparation of regular classroom teachers must be a concern. Their knowledge of and attitudes toward the capabilities, strengths, and needs of the students who have been in a special education class are important. If they are negative, mainstreaming may be a dangerous process if done too quickly. Forced mainstreaming may have some beneficial types of outcomes; it will force education to squarely meet the needs and responsibilities of all the teachers and students in the public schools.

In conclusion, it is not an either/or concept of whether we do or do not mainstream high-functioning children; rather it is a decision based upon the needs of the children and the adequacy of the system which would have to service them. The tentative conclusion of this Institute is that the adequacy of the system needs to be investigated and coped with before we arbitrarily place children into this system.

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PANEL REPORT

by Maynard C. Reynolds, Panel Moderator

Introduction

This conference was timely—indeed it was a necessity—and all of us here, I am sure, wish to express appreciation to Ed Meyen, Dick Schofer and others of the University of Missouri, and to the Bureau of Education for the Handicapped, USOE, who had the good sense and ability to produce it.

The "Categorical/Noncategorical Issue" has surfaced in many situations in recent years, usually with excesses of both heroics and defensiveness coupled with totally bad communication. The panel which met the few days of this conference has had surprisingly good communication. At first the discussion rattled around in the rather broad intellectual space assigned by the conference planners, but with time a satisfactory focus was achieved. Most panelists were surprised and pleased that with all their diversity it was possible to exchange and sharpen perceptions in such a rewarding and productive way.

I believe that the constructive process observed here is occurring generally in the field of special education and that is surely a hopeful sign. The late Al Smith once said, "if you want to lead a parade, don't get more than two blocks ahead". In the recent past the field of special education has tended to break into several parades whenever "categories" were discussed; and sidewalk critics sometimes outnumbered participants in any order. Indications from this conference are that better directions and order are emerging, even if everyone is not carrying exactly the same banner.

While the panel can report many personal satisfactions about its discussions, it cannot report full agreement on all topics. We report a set of topics that we believe are inherent in the Categorical/Noncategorical Issue and some emerging general predispositions for dealing with them. Much more work and time will be required to develop fully a new framework on this complex issue and to test it in each of the several contexts in which we live and work.

Some General Areas of Agreement

Proceeding now to a specific report on the panel discussions this first section presents a few statements on which there was widespread agreement. Probably no member of the panel would wish to be held accountable for every word of these statements, but there was general agreement with the substance of these first few items. In later sections of the report topics are reported on which there was disagreement or on which there was little time for discussion.

A first agreement was on the following statement which speaks of the values of diversity among human beings and of the negative impact of systems which segregate human beings on the basis of deviations.

Because of our concerns:

1) for the need of all children to maximize their potentials as children
2) for the guarantee that all children be given opportunities for train-

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ing and education in normalized and humanizing environments
3) for the potential benefits accrued to all through genuine participation in meaningful settings and with people who are unlike one another,

We therefore recommend:

1) adherence to principles that encourage variability and multiple perspectives in educational settings
2) support for de-labeling, de-stigmatizing, and de-categorizing children, programs, teachers, and settings to the degree that these may be harmful to people, in general, and to the degree that such reforms are in the best interests of children and their families.

Agreement on the above statement was reached in a context which acknowledged that Special Education is in the midst of a massive, even total, reorganization; furthermore it was recognized that the forces and participants in the changes go well outside the field itself to include regular education and community representatives (consumers).

A second statement of agreement suggests that the field should move as rapidly as feasible to design and test alternative approaches to traditional categorical models for classifying and serving mildly handicapped children.

Because of our concerns:

1) with potential stigmatizing effects of current categories, labels (e.g., EMR, ED, LD) and treatments for mildly handicapped children
2) with the apparent lack of distinctive effectiveness of typical special education treatments,

We therefore recommend the development, evaluation and demonstration:

1) of alternatives to current categorical systems and typical special educational practice
2) educational treatments aimed at individual learning needs of children rather than categories of children.

The disposition of the panel was to oppose massive shut-downs of present programs of Special Education although that radical form of action has been encouraged by representatives of the professional community. The problem of defining and installing a totally new system was too great. What was suggested is that every effort be made to encourage new approaches in studying mildly handicapped children, in classifying them and in organizing programs for them. The panel noted, in this connection, the significant effects likely to develop from the new "block grant" procedures of the Division of Training Programs, BEH/USOE.

A third area of agreement emerged in the area of economics. There was not time enough to treat financial aid programs in detail, but it was recognized that the pattern established to channel money from State and Federal agencies into the schools has strong influence on the character of local programs. In the following statement the panel expresses resistance toward legislation and regulatory systems that force narrow categorizations of children, procedures which too often have produced poor decisions and indefensible gaps in essential services.

> In legislation and in systems for allocation of resources at federal and state levels there should be avoidance of narrowly restrictive categorizations as a basis for conceptualizing and funding programs for handicapped children. It must be recognized that there is a need for flexibility in the allocation of resources to programs if they are to have maximum impact on children with special needs.

Discussion accompanying the above statement stressed the notion that Special Education has to be transposed, in large part, into a flexible support system for the rapidly changing regular school system. As regular schools organize teams of instructional and support personnel and move to "pods" or whole schools as the basic administrative unit, Special Education must necessarily seek to provide its inputs in new, more flexible ways. The challenge is even greater to Special Education because it will need to take particular responsibility for bridging relationships with other community agencies.

Most of the discussion relating to the above statements was concerned with mildly handicapped children. Obviously there was concern that programs for more distinctly or severely handicapped children be provided. Discussions were qualified repeatedly to acknowledge that profoundly deaf, totally blind and severely retarded children, for example, needed to be served well. There will be little excuse for those who so strongly overshift in their concerns for mildly handicapped children that there is neglect for children who most need specialized understanding and service.

Other Areas of Concern

Beyond some of the general areas of discussion and emerging agreement as noted above, the panel discussions touched on a number of areas of concern. Expressions were offered by individuals in these areas but there was not enough time to develop them or to test them for consensus.

Classification/Labeling Processes

Labels which use "deficit" language should be replaced by terms reflecting programmatic character or developmental needs of children.

It is not necessary to think in terms of deficits and disabilities in order to provide needed educational services.

Systems for allocating children to specialized programs should be designed in the framework of all provisions for individual differences made by the school and should avoid negatively-toned, child-categorizing terms.

Functional labels are needed for programs and teachers.

For mildly handicapped children, allocation (placement) systems should be specific to treatment.

Psychologists and others responsible for classification of pupils should be held accountable for competent, professional advice and decisions rather than for simple categorizations.

There is nothing inherent in "disability" that requires specialized placement or segregation.

Programs and Services for Children

There is need to redesign Special Education programs as integral parts of new "open" administrative arrangements for schools as a whole.

Special educators should expand their roles as support personnel for regular education.

While emphasizing accommodations for handicapped children in regular school programs, special educators should recognize that the regular schools will need to be different than they are now and then be instrumental in helping to make the needed changes.

In general, Special Education should be working toward a "cascade" administrative model with many programmatic options. Referral to specialized programs should be held to the minimum; individualization of instruction without displacement to special classes should be maximized.

Modern systems for specifying goals and objectives and for monitoring and evaluating programs should be installed. The very process of being clear about our objectives and operations will take us out of the "category" business.

There is great need to define specialized programs positively and for action to assure vigorous performance by specialists. For some communities specialized teachers are failing to deliver anything of worth and the supervising system is weak and irresponsible.

Teacher Education

"Core" teacher education programs encompassing competency elements cutting across the traditional category-oriented training programs (LD, ED, MR) ought to be encouraged.

In general, teacher education programs should be competency-specific, rather than child-category specific.

Special Educators ought to give major attention to improvement of education for regular teachers; they also ought to "join" regular teachers as partners or team members.

As rapidly as feasible, program accreditation and teacher certification procedures should emphasize functional competencies in Special Education, rather than course patterns or other "process" variables.

Colleges and Universities should move more of their training programs into community settings which yield experiences in coordination of regular and special education. "People who train together work together."

It is time for a moratorium on courses in teacher education which exaggerate the uniqueness of skills and methods according to categorical groupings (e.g., teaching reading to the EMR).

Legislative/Regulatory Systems

Special Education financial support at State level should go to programs or personnel for serving children with special needs rather than to children-in-categories.

The "blocking" of grants over several of the categories, as in recent action by DTP/BEH, is strongly favored.

States should experiment with support systems for total community efforts in behalf of children who have unusual needs.

States should give attention in their standards setting and regulating activities to personnel and program enhancement, rather than to maintenance of categorization of children.

State and federal legislation should be cast in forms which encourage and support development of comprehensive programs for children with special needs.

So-called "free choice" systems of State support which encourage the development of private institutions for children, which increase separatism and institutionalization of children and which relieve public schools of responsibility to serve all children should be opposed.

Conclusion

In general, what the panel discussions have said is that Special Education is in process of major changes which hinge on the issue of this conference. We conclude with nothing so simple as a proposed close-off on all categorizations of children or of programs. There is agreement, however, that many of the present systems or categories and much of the service delivery is dysfunctional and that the field ought to move strongly for new conceptualizations and models for service. Some of our panel members have come recently from meetings of the President's Committee on Mental Retardation and of the Council for Exceptional Children; they tell of similar concerns in those meetings and suggest possibilities of broadly cooperative efforts for new designs. Perhaps some kind of national instrument for coordinated effort across organizations is needed.

As the conference nears its close, it may be well to recall the admonitions of James Gallagher as he opened the conference. He suggested that changes are often superficial and that the changes we talk about now could be such. The new systems to be created ought to be tested carefully; and we ought to be concerned with building a generally strong support system of research, development, demonstration and communication in our field.

Only as we gain fundamental knowledge and plan and evaluate carefully will changes to more than trivial.

Finally, let me express a challenge which was offered repeatedly in the panel discussions. Do those of us in Colleges, in the schools, and in governmental offices have enough conviction to change systems in our own home settings? Do we have enough conviction to create broad inter-professional groups to attack the problems discussed here? Do we have the ability and foresight to build a firm undergirding system of research, development and demonstration?

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Sheila Click
Drew Denton
Frankie Dissinger
Donna Dodge
Barbara Duchardt
Mike Dunn
Mary Feingold
David Franks
Julie Gates
Lisa Goldberg
Duane Graham
Becky Greene
Pat Griffith
James Hamilton
Sue Hampe
Marilyn Hasler
Patty Hastings
William Haws
Nancy Hill
Judy Hock
Mary Hock
Sharon Houchins
Julie Huck
Ellen Jager
Susie Jennings
John Johnson
Sue Kelly
Susan Kovacs
Gary Krasilovsky
Marianne Krienkamp
Nancy Kruger
Janet Kutinkuler
Paula Kunkel
Tony Laub
Dale Lawver
Kathy Leavene
Nanette Levin
Sue McCourt
Kyle McQuoid
Linda Mann
Mary Mendosa
Melba Meyers
Robert Meyers
Robert Meyers
Mary Miller
Peggy Mitchell
Marty Monson
Susan Mutti
JoAnne Nathan
Michael Norman
Ann Ogden
Barbara Osbourn
Pam Payne
Ed Pennington
Adrean Pepper
Paul Pool
Al Prieto
Barbara Quinean
Charles Roe
Vicki Rogers
Marlene Ronning
Jane Scheller
Nancy Shally
Janis Smart
Mary Smith
Peggy Smith
Vicki Smith
Donna Snider
Ann Sondheim
Debbie Spaur
Debbie Storet
Joyce Stucker
Mary Ellen Sudholt
Cindy Summers
Mary Tanner
Barbara Tharman
Judith A. Theis
Mary Ann Turner
Jerry Turner
Diane Walter
Eva Waring
Becky West
Mary West
Michael Whitworth
Susan Wilson
John Wood
Barbara Woolcott
Carla Yocum
Barry Zwibelman

APPENDIX C

ASSESSMENT OF PARTICIPANTS' ATTITUDES TOWARD THE CATEGORICAL/NON-CATEGORICAL ISSUE

An opinionnaire was developed in an attempt to assess the impact of the conference on the attitude of participants toward the issue of categorical programming.

The scale was administered to all the participants prior to the initiation of the conference and again after the last general session. The pre- and post-tests were compared for the total group and selected sub-groups for each item and the total scale. The sub-groups included students, teachers, administrators, and college and university teachers. The results of the statistical analysis indicated non-significant differences within groups and between groups. Histograms graphically demonstrating the percentage of participants responding at each level on the pre- and post-test are presented on the total group for your inspection.

Opinionnaire Used to Measure Attitudes of Conference Participants Toward the Categorical/Non-Categorical Issues

USE THE "MILDLY EDUCATIONALLY HANDICAPPED" AS THE CRITERION REFERENCE

Strongly Agree — Neither Agree or Disagree — Strongly Disagree

1. The presence of a handicapped child in a regular class impedes the educational progress of the child's "normal" peers. ___ ___ ___ ___ ___
1 5

2. Integration of the handicapped child into the regular class will improve the child's acceptance by his "normal" peers. ___ ___ ___ ___ ___

3. The social and academic problems encountered by handicapped children are the result of behavior not labels. ___ ___ ___ ___ ___

4. An immediate large scale transfer of special class children to regular class would create no major problems other than the need for personnel. ___ ___ ___ ___ ___

5. Labels free the teacher from responsibility for the handicapped child's performance. ___ ___ ___ ___ ___

6. The problems of the handicapped child in the self-contained special class have been greatly overexaggerated. ___ ___ ___ ___ ___

7. The non-categorical position concerning the handicapped child is idealistic and can never by fully achieved in special education. ___ ___ ___ ___ ___

8. The categorical/non-categorical question is more of a civil rights issue than an educational problem. ___ ___ ___ ___ ___

9. Labeling the child encourages isolation from his "normal" peers. ___ ___ ___ ___ ___

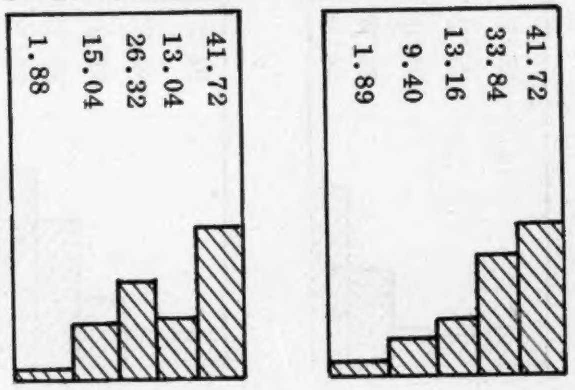
10. Currently there is insufficient information to justify an opinion on the categorical/non-categorical issue. ___ ___ ___ ___ ___

11. Self-contained special classes for the handicapped contribute to discrimination against the children of the poor. ___ ___ ___ ___ ___

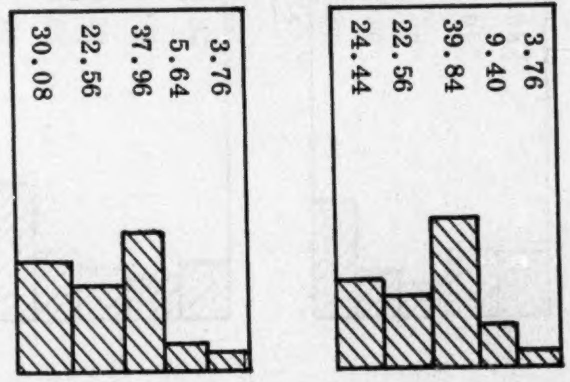
12. Special classes for handicapped children are justified for some. ___ ___ ___ ___ ___

13. An acceptance of the non-categorical position would be an admission of previous professional error. ___ ___ ___ ___ ___

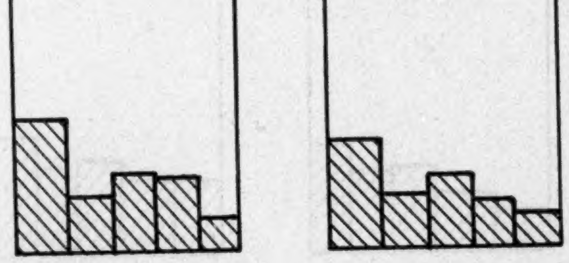
The presence of a handicapped child in a regular class impedes the educational progress of the child's "normal" peers.



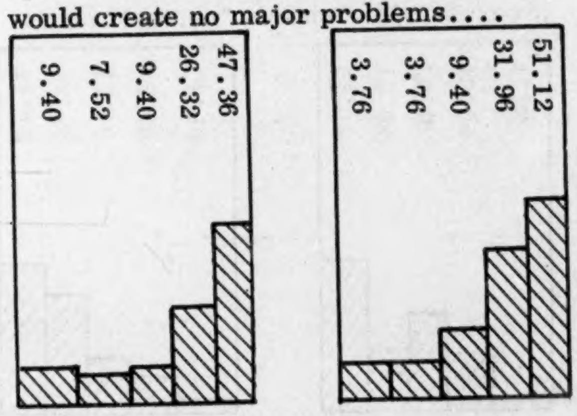
Integration of the handicapped child into the regular class will improve the child's acceptance by his "normal" peers.



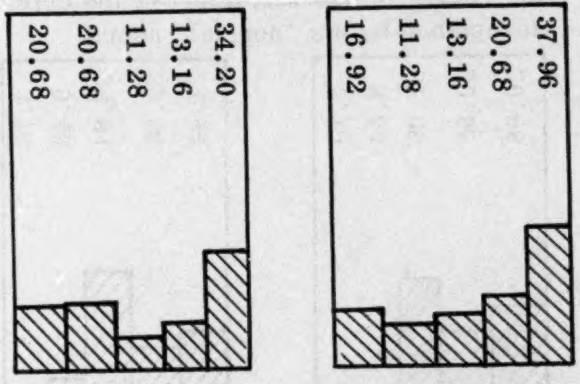
The social and academic problems encountered by handicapped children are the result of behavior not labels.



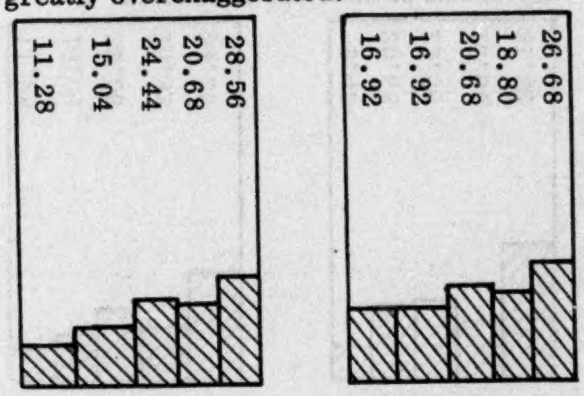
An immediate large scale transfer of special class children to regular class would create no major problems....



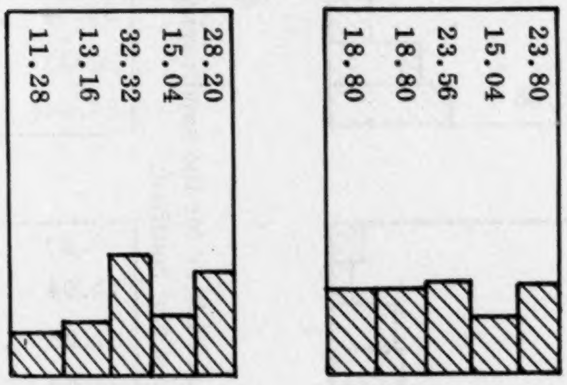
Labels free the teacher from responsibility for the handicapped child's performance.



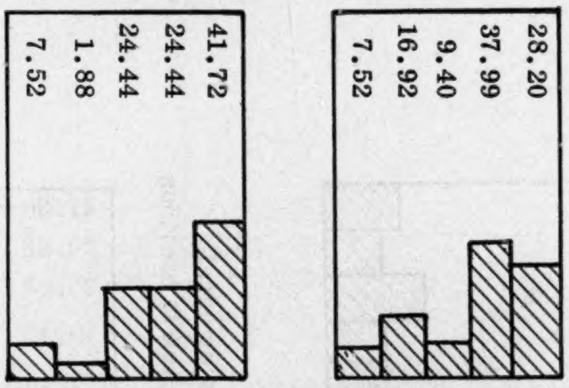
The problems of the handicapped child in the self-contained special class have been greatly overexaggerated.



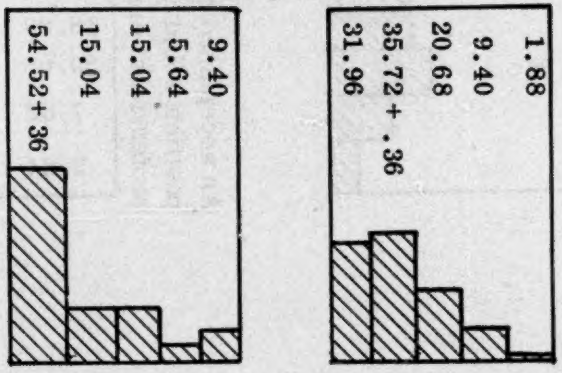
The non-categorical position concerning the handicapped child is idealistic and can never by fully achieved in special education.



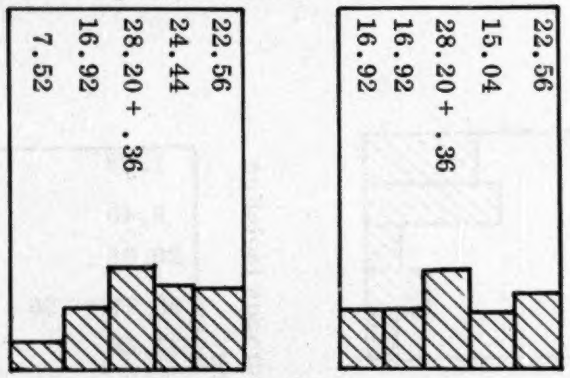
The categorical/non-categorical question is more of a civil rights issue than an educational problem.



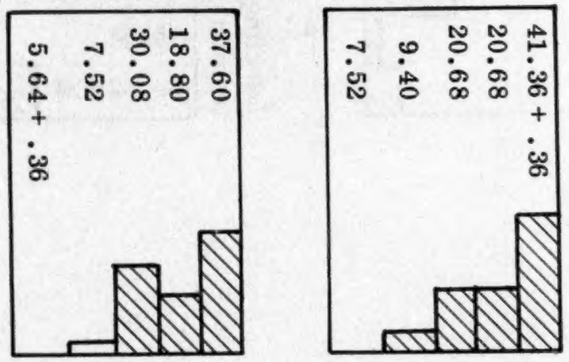
Labeling the child encourages isolation from his "normal" peers.



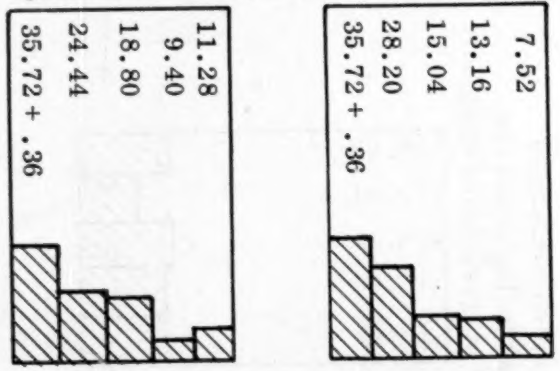
Currently there is insufficient information to justify an opinion on the categorical/non-categorical issue.



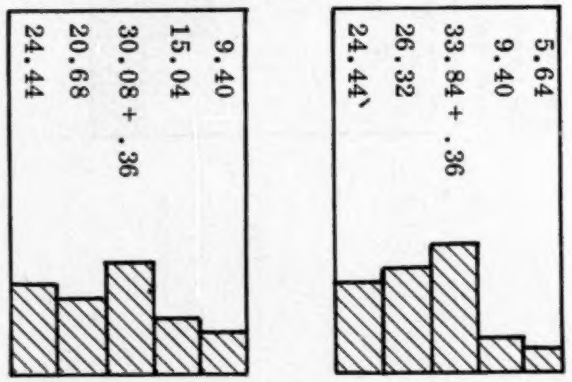
An acceptance of the non-categorical position would be an admission of previous professional error.



Self-contained special classes for the handicapped contribute to discrimination against the children of the poor.



Special classes for the handicapped children are justified.



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